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# selected papers

46th Annual Convention American Association of Junior Colleges
February 28 - March 4, 1966, St. Louis, Missouri

JC 670 558

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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# SELECTED PAPERS

**From the 46th Annual Convention**

**American Association of Junior Colleges**

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**1315 Sixteenth Street, N.W., Washington, D. C. 20036**

**Cover photograph:** The new president of AAJC, Bill J. Priest, president of Dallas County Junior College, Texas, addresses the convention. Seated beside him is immediate past-president, Dwight C. Baird, president of Clark College, Washington.

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## INTRODUCTION

The papers in this book were presented at the forty-sixth annual convention of the American Association of Junior Colleges held February 28 - March 4, 1966, in St. Louis, Missouri.

Not all of the convention papers are included. Some were not available for publication and one of the papers, "The Teacher Is an Iceberg" by Russell Lynes, managing editor of Harper's Magazine, has appeared in the Junior College Journal (April, 1966). And papers presented in a special session of state coordinators of junior college education are being reproduced and distributed separately by participants in that meeting. So, the book is really just what the title indicates: "selected papers."

Copies of this book are being sent to members of the Association. Additional copies are available for sale as noted on the copyright page.

We are grateful for the contribution made by each of the speakers represented in this book as well as the others who participated in the annual meeting.

The next convention of the Association has been scheduled for February 27 - March 3, 1967, in San Francisco, California.

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# REFLECTIONS FROM OUTSIDE

By Fred E. Crossland, Program Associate
The Ford Foundation

These reflections are organized around three related themes or trends which are of concern to you in the two-year college movement and to us in the foundations. Although each of these three points is well-known to all of us, we must continue to examine and weigh the implications for education and for all society.

The first theme for exploration is the changing pattern of access to American higher education. Throughout our history we have considered formal education a useful vehicle for upward social and economic mobility, and so each generation has sought more education for an ever larger proportion of its young. But in fact, this persistent trend can be divided into three chronological periods -- the first long since ended, the second now coming to a close, and the third already on our doorstep.

During the first period, which began its rapid decline after the first world war and screeched to a halt more than twenty years ago, higher education was for the well-born. College was for the aristocracy, however you defined that term in America. The function of higher education was to produce leaders -- the 1 or 2 per cent of the population needed to fill the churches' pulpits, to serve the next generation of leaders. It seemed obvious enough that leaders begat leaders, so admission to and general desire for higher education effectively was limited to the well-born -- to those in the upper social and economic strata.

The system worked pretty well. Quite naturally, it seemed, the cream rose to the top, and only a small leadership cadre was required. Society was remarkably mobile, and there were a variety of ways in which the great mass of the people could get ahead and achieve the good life. Furthermore, there always was room at the bottom which was being filled by the most recent wave of immigrants. They kept pushing upward on the social system and each generation produced its own new candidates for the aristocracy, for higher education, and for leadership.

The success of our fluid aristocratic system led to its undoing, and we moved into the second historical phase of access to higher education. We changed from an aristocracy to a meritocracy and to a relatively open system. We continued to believe that college was for "the best" and that its function was to prepare "leaders," but we were less sure that future leaders necessarily were the children of present leaders. We began to believe that the most talented, from whatever stations in life, should receive the blessings of higher education.

Now admission to college became a sorting, selective, competitive process. We separated the sheep from the goats. In order to perform these functions equitably, we became involved in testing, in predicting academic performance, and in vocational and personal guidance and counseling. Furthermore, we became concerned about financial restrictions on college attendance, so we expanded scholarships and developed other forms of charity to be sure that no one who was "poor but worthy" would be denied higher education.

Now we are on the threshold of a third period, for we are beginning to say that access to higher education -- that is, the ability to secure formal instruction after high school -- is the right of all Americans.

We question the fairness of the traditional screening devices which have separated sheep from goats. We no longer think of higher education merely as a tool for training leaders; now we train followers as well. We no longer see higher education merely as a device for getting to the top, but as insurance against winding up on the bottom. We see it as the sine qua non, for without it the individual may be doomed to spend his life in social and economic outer darkness. We soon may agree that discrimination at the point of access to higher education based on intellectual capacity is as indefensible as discrimination based on color of skin, religious affiliation, or relationship to a passenger on the Mayflower. Since college seems to have become the passport to success, prosperity, and the full life, we ask ourselves if we dare exclude anyone.

There are a number of reasons for this developing consensus, but only one need be cited. The World War II G. I. Bill probably was prompted by a mixture of sentimentality about the veterans and fear that the civilian economy could not suddenly absorb large numbers of new job-seekers. Whatever the reasons for the G. I. Bill, it set a new pattern of college-going, and it was believed by many that the government simply was giving the veteran his due. Whether or not he merited the opportunity, was richly endowed intellectually, was a prime candidate for a leadership role, or would have succeeded in the old value system was irrelevant. From that point, it has been but a small step to the belief that attendance at college is a right. It is worth noting that the young people now entering our colleges are the children of World War II veterans.

We have moved from aristocracy, to meritocracy, to college for everybody as a moral, social, and political right. The enrollment statistics are well-known, but they bear repeating. In 1900, perhaps 4 or 5 per cent of all Americans between 18 and 21 years of age were on the rosters of our institutions of higher learning. Today at least 45 per cent of that age group are degree candidates. If present trends continue, and you may be absolutely confident that they will, by 1980 at least 60 per cent of all Americans between 18 and 21 years of age will be enrolled for degree credit.

In this country we indeed will have universal higher education -- if by "universal" we mean that more than half of an age group actually is enrolled, if we mean that higher education is a realistic and attainable aspiration for the overwhelming majority of our people, and if we include in our definition all reasonably serious attempts to provide formal post secondary education.

Now let us examine the second theme -- the implications of this democratization of American higher education. Here let us only identify some of the perplexing contradictions with which both educators and foundation staff members must come to grips. And let us agree at the outset that the issues actually are much more complex than merely trying to reconcile quantity with quality.

The democratization of higher education has led to a startling but healthy diversity in our student population -- diversity in interests, in abilities, and in objectives. But historically, democratic doctrine has stressed egalitarianism. How can we reconcile these two points?

If we recognize diversity and if we subscribe to the cult of adjustment, we group students according to their abilities and interests, and we urge them to have realistic educational goals. But if we do that, are we not encouraging social stratification by establishing an educational pecking order? On the other hand, if we refuse to discriminate among students and lump them all together, are we not denying freedom to the most talented or the most strongly motivated to develop, and are we not frustrating the least talented and guaranteeing their failure?

This is, of course, one of the oldest of all social dilemmas. If freedom and equality both are to be high priority goals in our democratized system of higher education, we are forced into making some crucial decisions. The pursuit of freedom, if carried to its logical (or illogical) end, inevitably will lead to inequality of status. The pursuit of equality, if carried to its logical (or illogical) end, cannot be achieved without materially reducing freedom.

We have had to cope with this social dilemma throughout our history. The pendulum has moved occasionally from one side to another, but our inevitable solution has been to compromise -- to settle for less than total freedom and to accept some degree of inequality as a fact of life. The only thing new is the fact that we now must face this dilemma in higher education, just as it has been faced or avoided for centuries in elementary education, and for decades in secondary education.

The democratization of American higher education has prompted us to ask again another familiar question: why do we have inequality in our society? Since it is quite fashionable to be an environmentalist, we have a simple answer to our question: if one fails to succeed, or to meet some social norm, or to achieve economic security, or to perform well in an educational setting, the causes are to be found in his environment.

If we carry this idea to its logical (or illogical) conclusion, we truly become determinists and we virtually deny that man has free will. And yet most of us indeed believe that man <u>is</u> the product of his surroundings and of the external pressures which play upon him, and that man <u>is</u> caught in the web of human circumstances. Let this point be clear: we are not being unduly critical of the environmentalist's perception and explanation of human conduct; almost all of us subscribe to it in large measure. But we should point out that this interpretation presents some pitfalls in a society which strives for true democratization of higher education. Two examples will suffice.

For one thing, it tempts the educator to become a social engineer. Note how the circle goes: the goal is educational democratization, which requires maximum equality of opportunity, which is frustrated by environmental inequities, which should be remedied by education. So it becomes the function of the educator to compensate for environmental deficiencies, and the war against poverty is fought in the classroom. First the foundations and then the federal government provided the financial ammunition, and you are expected to fire the bullets in this war which permits no conscientious objectors.

A second potential pitfall is this: the environmental approach makes it extremely difficult to apply external or objective educational standards. Remember when it was more fashionable to speak of high and low I.Q.s? Now we talk about the culturally advantaged and disadvantaged.

Is it the student who fails, or is it the system which has failed him? Does he have the right to fail? Does the school penalize the student because his environment did not prepare him adequately? May we reject a candidate for college admission merely because of his prior cultural deprivation? Should we channel a student into a low-skill curriculum simply because he grew up in a non-book-reading family? If we do that, are we not determining his future social and economic status? When we sit in judgment and assign a grade to a student, are we measuring achievement, or potential, or attitudes, or effort, or environment? And must we inevitably be restricted, even subconsciously, to the comforting bell curve?

Democratization of higher education too easily becomes a safe and comfortable philosophic refuge. But do we ask ourselves these hard questions? Do we realize that much of this solid ground really is quicksand?

Let us turn to the third theme and consider the function of higher education in a somewhat unorthodox light. At the risk of sounding excessively cynical, may we define the process of living as consuming time.

Time itself is a constant, and each of us are equal in that we all have twenty-four hours a day to use up. But the total amount of it at human disposal is increasing -- our life span is being extended. Furthermore, we constantly are reducing that precentage of our time which is firmly committed. Expressed another way, we have more time, and ever more of it is discretionary time.

It is quite clear why we have more free or discretionary time. The rate of increase in man-hour productivity has been greater than the rate of increase in consumption in American society. Economists tell us that output per man hour rose 3.2 per cent annually, on the average, in the five years from 1959 to 1964. That was a considerably higher rate of increase in productivity than in the preceding twelve years, and it probably will be less than the increases of the future.

To accommodate for these rapid increases in man-hour productivity, we have used such obvious techniques as cutting back work days per week, and work hours per day. We have extended vacations and increased the number of holidays. We have encouraged earlier retirement, and we have delayed the entry of the young into the labor market.

We also have found other more devious techniques for reducing productivity. We have, for example, institutionalized the morning and afternoon coffee breaks; they are good for using up from thirty to sixty minutes per day. We also make good use of commuting and traffic congestion; we cut the working day from eleven to eight hours, and we now use those extra three hours to get from home to factory and back again.

We have been rather effective in stimulating service activities which consume time, both for the user and the renderer of the service. Example: if a woman spends the morning at a beauty parlor instead of putting her hair up at home, she consumes the time of two people.

Another technique is to make labor-saving devices sufficiently complex that the user must be dependent upon service specialists; that helps generate time consumption very effectively. Example: more people use up more hours servicing automobiles than building them.

And of course, many of us consume countless hours attending educational conferences, making speeches, and listening to them.

A recent issue of Time magazine featured an essay on "The Futurists" -- those predicting life in the year 2000 in America. One paragraph is germane:

> Society will seem idle, by present standards. According to one estimate, only 10 per cent of the population will be working, and the rest will, in effect, have to be paid to be idle. This is not as radical a notion as it sounds. Even today, only 40 per cent of the population works, not counting the labor performed by housewives and students. (According to one expert, we already) are rationing work. By 1984, man will spend the first third of his life, or twenty-five years, getting an education, only the second one-third working, and the final third enjoying the fruits of his labor. There just won't be enough work to go around. Moonlighting will become as socially unacceptable as bigamy.

There is an obvious but somewhat painful point which we should admit to each other. We already have observed that enrollment in higher institutions has increased and will continue to increase at a substantial rate. One important reason for the extension of formal education to ever higher ages is the simple fact that human beings absolutely must consume time. After all, what opportunities for time consumption are available to an eighteen-year-old who has served his secondary school sentence? Are we too cynical if we say that more education is as good as anything else, and better than most other alternatives?

But what do you do with this young person? How do you spend the time he is consigning to you in higher education? Most of us have missed the point completely. We have been stressing educational preparation for the world of work -- preparation for jobs and places in the professions. Almost exclusively, we have been seeking to turn out producers.

If we really are concerned about earth inhabitants in the year 2000, we should be training fewer producers and more consumers -- consumers both of more things (the result of rising levels of production) and of more time (the result of revolutionary changes in production methods.)

We have not been as successful as we should like to believe, and at least two failures of education may be cited -- first an example of over-production and second of under-consumption.

First is agriculture. A hundred years ago this country decided to use formal education to increase agricultural productivity. We were eminently successful, but now we have reached, in America at least, the practical limit of consumption. As a result, we now pay people to be non-productive, we worry about getting rid of our surpluses, and our doctors tell us we're the most over-weight people in the world. There is at least one compensation: we all can consume a lot of time talking about dieting.

The second example concerns music, and here formal education has failed to provide for adequate consumption. Today, more musical instruments and more recordings are being purchased by larger proportions of the American populace than ever before in history. This is excellent, for playing and listening can consume an awful lot of time. But schools historically have done precious little to train people to play musical instruments or to develop musical sensitivity and taste. Most students have considered music appreciation courses to be jokes. The music industry itself, by dependence upon glamorous performers and aggressive promotion, has stimulated both product and time consumption. Educational institutions have had minimal influence on the situation.

Those are the three themes for consideration. Let us recapitulate and ask what relevance they have for American two-year colleges today.

Theme number one: the evolving American philosophy of access to higher education. You identify yourselves as "people's colleges," you take pride in being schools of opportunity, and you profess to seek to maintain open door admission policies. If these describe your institution, you are in step with the times. But are you in danger of failing to practice what you preach? Is it possible that in your pursuit of the elusive goddess of excellence you may destroy the philosophic base upon which your institution has been built?

Theme number two: the dilemmas posed by the democratization of American higher education. Are you really coping with the problems of a diverse student body? Instead of concocting new medicines are you merely varying the dosages of the same old stuff? In working with the culturally different, are you simply trying to reshape them and put them into a common mold? Are you engaged in education, whatever that may be, or in social tinkering? How do you achieve balance between individual freedom and social egalitarianism?

Theme number three: the challenge of consumption -- consumption of both products and time. You have found pride in being service institutions, in providing practical and applied curriculums, and in preparing people for gainful employment. But what are you doing to train consumers? How are you teaching people to use time? How relevant are the things you are doing right now? Are you guilty of training the young in skills which already are obsolete?

These remarks have been labeled "Reflections from Outside." Your speaker indeed is on the outside of the two-year college movement looking in. Being in this position has both advantages and disadvantages. May I capitalize on the former and beg your indulgence for the latter.

From the outside, it seems to me that if the two-year college movement is to continue along the paths you already have charted, and if it is to come to grips with the three themes I have put before you, prompt actions are called for on several fronts. May I simply enumerate them, without reference to any order of priority.

First, we must dramatically increase the flow of new teachers specifically trained for service in two-year colleges.

Second, we must expand present efforts to identify, recruit, and train administrative leaders for the entire range of two-year college activities.

Third, if the two-year college indeed has unique functions, let it truly become innovative, experimental, and daring. Let us seek new instructional techniques, new patterns of organization, and new understandings of the learning process.

Fourth, we desperately need new tests and measurements for the new college-going public. Too many of our present evaluative techniques have norms based on the selected college population of another day.

Fifth, we need many more dynamic service programs for the entire adult community. The two-year college of the future should serve as the town market place of ideas, as the true community cultural and recreational center. The two-year college must resist the temptation merely to serve custodial and job-training functions for eighteen-year-olds.

Sixth, the two-year college must stop being on the defensive and must recognize itself for the adolescent giant that it is. You are strong, large, and growing. You have tremendous challenges and opportunities, but the trends are all your way. Now you must learn to use your power and influence gracefully and effectively.

By design, these reflections have not dealt with the immediate and sometimes harsh realities of bond issues, building plans, and the operational nuts and bolts of education. Instead, I have chosen to be philosophical and speculative; I have chosen to be future-oriented.

But, that is the business in which we are engaged. Education, by its very nature, must live in the future tense and that is equally true of foundations. Each of us, educational administrators and foundation personnel, must look ahead and we should learn to work together. Our interests really are the same, and the future already is with us.

Consider the youth of eighteen today, the young person now knocking on your college door. He was born in 1948. At the start of the twenty-first century, he will be 52 years of age. According to life-expectancy tables, he probably will be living until the year 2020 -- just a bit more than fifty years from now. If all of us would serve him today, we must have twenty-twenty vision.

# DIVERSITY AND DIVISIVENESS IN HIGHER EDUCATION

By Logan Wilson, President
American Council on Education

Let me begin by saying that I consider it a privilege to have this opportunity to address an important group of leaders in the fastest growing sector of American higher education. The institutions you represent are dynamic examples of the diversity of our educational system and its capacity to adjust to changing needs and opportunities. Few if any of your colleges, I would judge, are tradition-bound or hampered internally by the kind of academic protocol which too often impedes rather than aids the process of social change. My impression also is that within your own institutions there is less confusion than on some other kinds of campuses about who is responsible for what. I want further to commend you for having developed in the American Association of Junior Colleges a well-organized and effectively administered voluntary association. Through its sponsorship you can solve problems collectively in ways which would be beyond your separated institutional reaches.

As you well know, junior or community colleges differ among themselves in support, control, size, purpose, and other characteristics. They also stand in contrast with other kinds of institutions which comprise the remarkable diversity of what we sometimes call our "system" of higher education. It is not really a system, of course, but through the associations its leaders have themselves formed it has achieved an equally remarkable unity in the furtherance of shared objectives. In our great common enterprise of higher education, you and your institutions are destined to play increasingly pivotal roles.

My purpose here, however, is not to praise you and your institutions but to sound a note of warning about some current trends which may restrict the effectiveness of your leadership and lessen the initiative of your institutions in serving their constituencies.

To be sure, few if any of the trends I shall mention are deliberately intended to strip away the policy making functions of college administrators or to erode the freedom and independence of institutions. The power structure of American higher education is changing, nonetheless, and one inadvertent consequence is to fragment present authority and responsibility, both on and off the campus.

Until recently, as you know, our system of higher education was organized largely in discrete units, with local boards, administrators, and faculties exercising considerable autonomy in the determination of their own ends and means. The traditional decentralization of control and diversity of support in our collective enterprise have served us well in the past, and we take pride in them as manifestations of the cultural pluralism of a free society. But the growing importance, expense, and interdependence of higher education institutions are forces exerting heavy pressures to change this scheme of things. Publicly supported colleges and universities are coming more and more under the jurisdiction of state and regional coordinating councils or commissions. Public and private institutions are evolving consortia. Nationwide associations and the federal government, in their efforts to find solutions to common problems, emphasize interdependence and coordination rather than the independence of institutions.

Although I believe that many of these changes are both necessary and desirable for improving educational efficiency and effectiveness, I think we should be fully aware that they are reducing the inner direction and increasing the outer direction of many institutions. Four years ago Harold Dodds cautioned, "The presidential office well may go the way of the buffalo if it loses its traditional character of educational leadership." Just two years later Clark Kerr appeared ready to accept the compromised conception of the academic president, particularly in the large institution, as a "coordinator rather than a creative leader...an expert executive, a tactful moderator." More recently, Cornell's James A. Perkins has argued that someone must be concerned with the whole institution, and that it is mainly the president's job to safeguard institutional integrity and cohesion.

But with the present tendency to undermine and denigrate strong administrative leadership, who is to maintain institutional integrity? On some of the nation's campuses there seems to be a consistent campaign to further the notion that the best way to govern affairs is for "everybody to do everybody else's washing." The time-honored division of labor which holds that it is the main job of the students to learn, of the faculty to teach and do research, and of the administration to administer is ridiculed as hopelessly outmoded. College newspaper editors and other student leaders are urged to annoy officialdom and criticize the administration -- presumably on the theory that wisdom about educational matters decreases with age and experience. Duly constituted officials are by definition either stupid or stuffy and are derogatorily referred to as "The Establishment." Members of the faculty in turn are being exhorted to unionize and engage in collective bargaining -- a movement which further splinters the academic community.

Academic administrators have always governed by consent rather than by force; under circumstances like these, then, their positions become untenable. Without administrative leaders, moreover, institutions would soon disintegrate, pulled apart by the divisiveness of centrifugal forces.

Turning our attention from the local to the state level, we see that here, too, the power structure of higher education is changing. The American Council on Education's annual meeting in 1964 engaged a large

number of educators in a discussion of the emergence of state systems, and the book which I edited later under the title Emerging Patterns in American Higher Education has chapters describing and analyzing what has already taken place in such states as California, New York, North Carolina, and New Mexico. Many states now have -- and others are developing -- statewide boards, commissions, or councils to set policies for all public higher education. The effect of such bodies, of course, is to reduce the authority of institutional boards, administrators, and faculties.

Sometimes, the chief executive officer of these statewide agencies is a chancellor who, in effect, has authority over the heads of individual institutions; in other instances he functions mainly as an executive secretary of the board. In either case, he and his staff initiate recommendations formerly made on the local level. Since experienced educational administrators are already in short supply and are hard to lure away from the campus environment, many of these newly formed agencies find it difficult to recruit a staff whose experience and ability equal those to be found in the institutions being coordinated.

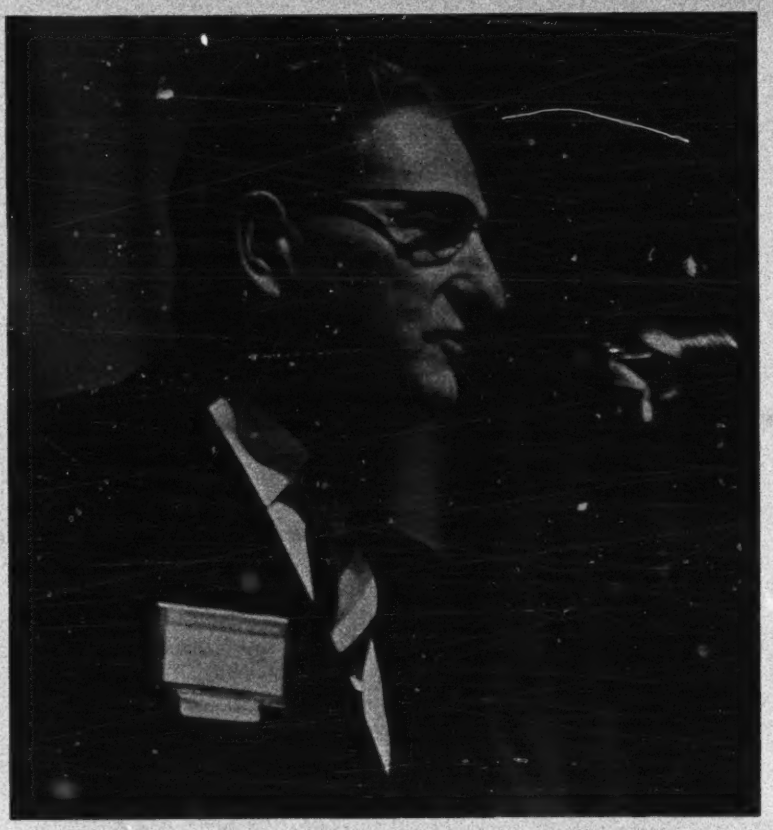
The powers of these agencies vary considerably from state to state: They range from loose coordination to tight control. (In one state, for example, the supervising commission even has the authority to veto particular course offerings.) Whatever their authority, or the limitations imposed upon it, these agencies inevitably diminish the freedom of the institutions under their aegis, and constitute a new power group in the decision making process.

Other aspects of the change of climate on the state level have resulted from federal actions, beginning in 1963. The Higher Education Facilities Act of that year, as all of you know, required the designation or establishment of state commissions "broadly representative of the public and of institutions of higher education" to develop and submit state plans for utilization of funds for facilities under Title I. Similarly, the State Technical Services Act of 1965 calls for a state agency to present a state plan to the secretary of commerce. Comparable stipulations are found in the Higher Education Act of 1965. In each instance the governor has important appointive powers. All of these measures diminish the possibility of federal interference, of course, but at the cost of imposing another layer of state agencies between academic institutions and their sources of support.

At the annual meeting of the National Association of State Universities and Land-Grant Colleges a few months ago, President David D. Henry remarked on the effective past relations between such institutions and the federal government. Commending the absence of excessive governmental regulation and the respect shown for institutional integrity and freedom, he acknowledged that multiplying relations would lead inevitably to the need for new ways to supervise fiscal responsibility. But he went on to say,

> However, it was not expected that university involvement would be subsumed to state commissions and state plans in which the universities have little voice or influence, or that the executive departments of the Federal government would greatly increase their regulatory power. Here again, resources of colleges and universities will be increasingly called upon... while the institutions [including private institutions, it should be noted] must work under plans and regulations for whose formulation they have had little responsibility.

In this same address President Henry expressed misgivings, which seem to be shared by a number of



other educational leaders, about Washington's increased use of "task forces" whose members are often not identified and whose deliberations are kept secret. Quite commonly of late, official representatives of higher education are given no chance during the formative stage of important legislative proposals to voice their views about "desirability, feasibility, or priority of importance."

Although I cannot speak for primary and secondary education, from the viewpoint of higher education I would sharply disagree with the interpretation given in a recent Washington newspaper story which asserted that all the "traditional" education groups "feel resentful of the new breed of men...appointed to top Federal education posts." If those in higher education feel any resentment toward men of such stature as John Gardner and Frank Keppel, I am unaware of it, and I suspect that I would be among the first to hear such reactions expressed.

Contrary to what some politicians and newspaper writers in the nation's capital and elsewhere may think, I believe that recognized leaders in higher education do not expect to "call the shots" in educational legislation. On the national, as well as on the local and state level, however, they do like to have some voice in the decisions which must be carried out in the main by the institutions and organizations which they understand better than anybody else and for which they have direct responsibility.

Since educational administrators are men caught in the middle between schemes for centralizing authority on the one hand and for decentralizing it on the other, it will not be surprising if they begin to show schizoid reactions. Even the toughest members of what is necessarily a tough breed are uneasy about still another scheme intended to improve the efficiency and effectiveness of the American system of education. This one, also "outer directed," has a former governor as its organizer, and is probably by now familiar to all of you in its outline form. It is the Education Compact proposal. It was approved by gubernatorially appointed delegates in Kansas City at a meeting held last September, and has since been ratified by a number of states.

Time limitations do not permit a description here of its purposes, many of which are commendable.

Much has and could be said in favor of the general idea, but my purpose in mentioning the Compact here this evening is to cite it as yet another plan which would rearrange the existing power structure of education. Back in October, shortly after the Kansas City meeting, President Elvis Stahr of Indiana University, sounded an alarm in a speech before the Association of Governing Boards. He saw nothing sinister in the idea itself, but was much disturbed by its implications and by the potential threat it poses to the diversity of American higher education. He objected further that it would denigrate the position of trustees, presidents, and other officials who now decide basic policy matters. To all present at the meeting, he suggested that they re-read the 1959 report of the Committee on Government and Higher Education, The Efficiency of Freedom.

For all who are gathered here this evening I, in turn, would recommend that you read the winter issue of of the Council's journal, The Educational Record. It will contain articles by Dr. James B. Conant, the father of the compact idea; by Dr. James E. Allen, a key figure in the organization of the compact; by Dr. Allan M. Cartter, vice-president of the Council; and by President Herbert E. Longenecker of Tulane University. Dr. Longenecker, who is very critical of the compact, begins by pointing out that colleges and universities in the United States have claimed -- and most have achieved -- a unique position of independence and freedom from domination by political and other external agencies. This has not been without effort and struggle. He sees in the compact a real threat to this hard-won freedom, and he fears that its widespread adoption will accelerate an already notable trend toward the politicalization of higher education.

From all that may be observed on local, state, and national levels, I think it is clear that the power structure of higher education is rapidly changing. Lest you mistake my purpose, I want to emphasize that I have intended neither to defend the status quo nor to oppose change as such. Nothing should be regarded as sacrosanct about the traditional structure of our educational system. Much of it indeed does need modifying. Likewise, I believe it nonsense to hold that institutions of higher education should somehow be exempt from the tests of efficiency and effectiveness which are applied to other human enterprises. My main criticism is that we seem to be plunging into all sorts of new arrangements without having asked and answered important prior questions, a few of which I will list:

First, within a state, a region, or the nation, what kinds of decisions are best made by centralized authority and what kinds by localized authority? What are the gains and losses each way? How much of our traditional pluralism in higher education must we discard to become more efficient and effective?

Second, to what extent does the federal government's enlarged role in supporting higher education inevitably entail its greater participation in planning, directing, and conducting the total enterprise? Will the federal government's increased use of state agencies for the disbursement of educational support tend to promote centralization of authority or decentralization? Will the accomplishment of educational objectives be speeded or slowed?

Third, will the states' increasing use of statewide governing or coordinating bodies result in a more rational approach to the growing problems of support and control? In what undesirable ways does it weaken the autonomy of individual institutions? Does it tend to politicize what ought to be professional decisions? What role should private colleges and universities play in the development

of state-wide plans and policies and in the achievement of common educational goals?

Fourth, will the creation of the new nationwide Compact for Education create yet another buffer group between the institution and its constituency? Can it achieve a more rational approach to planning and reinvigorate initiative on the state level, or is it likely to become a lobbying mechanism in Washington for the governors? Is it sensible to involve all levels of education, under the leadership of the governors of fifty states, in educational planning and evaluation?

Fifth, is the federal government itself organized in such a way as to perceive and come to grips with the problems of higher education? Should the multiplication of federal foundations be encouraged or discouraged? What are the uses and abuses of task forces?

Sixth, in facilitating cooperative approaches to matters of mutual concern, what can be said about the past accomplishments of institutional consortia and their future potentials? Scholarly and professional associations? Voluntary organizations of institutions on a statewide, regional, and national basis? What valid generalizations can be derived from the experiences of local arrangements among institutions within a metropolitan area? From the experiences of the broader consortia formed on regional or functional bases? In what types of situations are these successful or unsuccessful? Where should the lines be drawn between cooperation and coordination in these voluntary arrangements? How should they be supported? How staffed?

Finally, how may the voluntary associations on the national level be more effectively unified? Should the proliferation of such associations be encouraged or discouraged? How? To what extent does the problem of lateral communication among them tend to retard the forward thrust of their disparate efforts?

The answers to these and other basic questions about higher education are so important to our nation's future that the best qualified minds we can muster should be at work on them. Although it would be an error to assume that only professional educators are qualified to cope with the issues involved, it would also be a mistake to relegate them to mere observer roles in public policy formation.

As a wise lay trustee once remarked, only those who understand and cherish colleges should be allowed to tamper with them. If this is so, then it seems to me to be the height of folly to remove the front-line leaders of education from the basic policy arena and displace them entirely with politically constituted committees, commissions, and other decision-making agencies remote from the real scene of action.

In closing, let me say that just as your institutions are essential to the rich diversity of American education, so, in my judgment, is your personal leadership essential to a wise determination of the means and ends of our whole endeavor in higher education. I know that individually and collectively you can be counted on to combat the forces of divisiveness, and to work through cooperation rather than under coercion to achieve the kind of educational system this nation must have to survive and prosper.

# EDUCATION FOR THE NEXT GENERATION

By Paul F. Lorenz, Vice-President
Ford Motor Company and General Manager
Lincoln-Mercury Division

I am honored and pleased to have an opportunity to participate in the annual meeting of the American Association of Junior Colleges for a number of reasons. First, as a native of St. Joseph, Missouri, I am proud to welcome a group of distinguished educators to the "Show Me" state. All Missourians are particularly proud of the transformation that has taken place in St. Louis in the past decade. As a result of the inspired work of all members of the St. Louis community, the city has reestablished its pioneering image as the "Gateway to the West" and all of the opportunity it connotes. St. Louis certainly is a gateway location for Lincoln-Mercury Division because the Ford Motor Company assembly plant here builds Mercury automobiles for distribution throughout the Midwest, Far-West, and the South.

Another reason I'm happy to participate in this meeting is that I represent an industry that has grown up with community colleges and has worked with them as closely as any industry in American business. Primarily, however, I'm honored to have been asked to address America's junior college administrators because I have a great personal interest in education and welcome every opportunity to participate in discussions with professional educators. In fact, I once had hopes of becoming a college professor, but had to settle for the consolation prize of teaching evening courses at my alma mater, the University of Chicago.

In recent years, it has been as the father of a son who is a sophomore in college, and two teen-age girls in high school, that I have found a renewed and personal interest in education.

Merely by observing closely the educational progress of my youngsters and their friends, I have been able to follow the remarkable advances in primary and secondary education that have taken place since I finished my formal schooling. And, I continue to be amazed by the increased achievement and comprehension of high school students today, particularly those who are taking the so-called "advanced" courses. There is no question in my mind that many of these students are graduating from high school today with a higher level of educational achievement than members of my generation attained after two years of college.

How has this miracle of educational upgrading been achieved? I don't know the formula, but perhaps it is simply the combination of improved teaching techniques and the rebirth of academic competition. As educators, you are to be congratulated for stimulating these two vital factors in the educational process.

With a record of progress behind us, what then should be the basic educational objectives for the next generation? I am not speaking of the generation of children to be born tomorrow, but the children who are entering high school and college today: They are truly the next generation, and they are truly America's greatest natural resource.

It would be presumptuous of me to attempt to answer this question from the viewpoint of an educator or a sociologist. But, I can speak to the subject from the vantagepoint of a businessman in an industry that directly or indirectly accounts for one out of seven pay checks in America -- an industry that has an expanding requirement for higher and higher levels of educational accomplishment from its employes.

As I watch the rising employment standards for all industries, one fact becomes clear: Any high school senior in doubt about whether to seek a higher education faces an unflattering proposition. As Secretary of Labor Willard W. Wirtz recently put it:

> The machine now has a high school education in the sense that it can do most jobs that a high school graduate can do, so machines will get the jobs because they work for less than a living wage. A person today needs fourteen years of education just to compete with the machine.

No longer is it enough for a student merely to sit out fourteen or sixteen years of school and then to assume that his education is complete. When I graduated from the University of Chicago one of my counselors assured me that a college graduate going into industry could coast for about twenty-five years on the basic knowledge that he had accumulated in school. Well, this counselor's forecast was a little outdated even then. By the time I graduated in the early forties, the coasting period had been cut substantially. Even in those days, moreover, you could still glide on without much difficulty for about ten years before needing a refresher course.

Unfortunately, the next generation will not have even a decade as a coasting period. Much of the specific knowledge they will have acquired in college will be obsolete within two to five years. So I do not envy educators the job of providing guidance and counsel to students who hope to capitalize on nothing more than a diploma and a job resume. Like the Queen of Hearts in Alice's Wonderland, the next generation will be facing the challenge of having to run faster and faster just to hold its own.

Competition is getting tougher. Educational achievements are higher than they were in my generation. There are more young persons completing education beyond high school every year. They have broader ambitions, and they are smarter.

To a greater degree than ever before in history, an education must provide the mysterious elements of intellectual flexibility so essential for continuing adjustment in a changing society. By "learning to learn," students

can master the capacity for keeping abreast of new developments; they can arm themselves with the basic skills necessary to meet and conquer the new challenges that a changing society will thrust upon them.

A close friend of mine, Dr. T. O. Yntema, a former professor at the University of Chicago and a retired vice-president of Ford Motor Company, categorizes these transferable skills as: 1) mastery of the scientific method, 2) understanding and working with people, 3) communications, 4) organization, 5) persistent application, and 6) memory. Given these abilities, Dr. Yntema contends, a person can turn readily and successfully to a wide range of careers.

Providing young Americans with these abilities is the basic challenge of education in our nation's schools, whether they be secondary schools, community colleges, graduate schools, or professional schools. I do not believe that a good, down-to-earth, practical approach for the community college (or the professional school) is inconsistent with the great American liberal arts tradition.

The ability to think, to understand, and to direct the forces at work around him is the real test of an educated man -- not his ability to recall by rote the history and literature of past generations.

What then is the role of the community college in meeting the true test of a modern society -- the mass training of educated men?

First and foremost, the community college provides the foundation for a mass educational system beyond the secondary school level. By placing the community college within the financial and geographic reach of the vast majority of today's high school graduates, the community college has made higher education -- for the first time -- a truly democratic opportunity.

The community college must be saluted: It has filled the need for a generally higher level of educational accomplishment in our expanding society that simply could not be met by any other type of educational institution.

It is not surprising that the major growth in two-year colleges in recent years has been in the public community colleges, which now enroll more than two-thirds of all junior college students at more than 500 separate institutions. Today's community college is truly a commuter college, or, as one of my academic friends puts it: "The community college is a campus designed to provide adequate parking facilities."

In many respects, of course, the growth of community colleges has been made possible by the automobile. In part because of the automobile, community colleges have been able to provide the efficient, economical way of broadening the base of educational opportunity for students who cannot afford to leave home or, perhaps, do not want to. Parking lots are not economical to provide on any campus, but they are certainly more economical to maintain and operate than residential dormitories.

While there are great varieties of emphasis and concentration among community colleges, generally speaking, these schools offer four mainstreams of study:

1. Transfer programs.
2. Continuing education programs.
3. Terminal programs.
4. Technical or vocational training programs.

There is no need for me to dwell on the invaluable service being rendered by the transfer programs of community colleges. These programs provide an important foundation for higher and higher educational achievement by the student who is seeking an advanced degree.

The role of the community college in providing continuing and adult education will undoubtedly grow in the years ahead as the well-educated citizen finds an increasing need to keep abreast of new developments in specialized fields of interest and has an increasing desire to expand his scope of basic knowledge.

At Ford Motor Company, for example, a summary of Employe Continuing Education Plan activities in 1965 shows that nearly 14 per cent of all Lincoln-Mercury Division personnel were enrolled in the plan, which provides tuition support for employes wishing to continue their educational development. Most of these employes, in fact, were enrolled in community colleges.

Another interesting fact developed in this summary was the following: In the two Lincoln-Mercury activities which already boast the highest level of educational achievement per employe, with a significant number of men who hold advanced degrees, the percentage of employes enrolled in the Company Continuing Education Plan was the highest in the division -- 23 and 25 per cent.

So, the thirst for knowledge is increasing each year, just as the demand for more knowledgeable employes is increasing each year. In Michigan, the community college is meeting this demand in a most commendable manner.

However, it is the last two phases of community college work, the terminal program and the vocational program, that I would like to discuss in more detail, primarily as a representative of one of the industries that will employ many of the students who select these programs of study.

The challenge America faces is whether two-year colleges can provide in adequate numbers the well-educated technicians and semiprofessional workers needed by our expanding economy in the years immediately ahead. Even now, our society's need for technicians and semiprofessional workers is greater in many fields than our need for professionally trained people.

Yet, many of our high school counselors seem more concerned about directing the few bright students to "the right" professions, than they are in directing the majority of their students to rewarding careers. There is a real risk that community colleges and other educational institutions will fail to steer students into the terminal or occupational training programs in which these youngsters have the greatest aptitude and interest -- and through which, these students can best become more productive citizens in later life.

Two-year colleges should be proud of their natural vocational orientation. They should not succumb to mere academic status-seeking in purely abstract fields at the expense of sound technical education. Their responsibility, like St. Paul's, is to "be all things to all men." The educational opportunity offered by community colleges must be diverse, not only in the kinds of programs, and curriculums, but in the intellectual rank of courses. There is a need for courses of study that range from the top end of the scale of abstract intellectual accomplishment all the way down to the other end of the scale where practicality is the heart of the matter.

In our industry, as in other industries, we need our share of Ph. D. 's to conduct basic research and to handle the increasingly complex problems of product design and manufacture. But we also have a continuing and growing need for alert, well-educated men who have great interest in, and knowledge of, production machinery -- men who get great personal satisfaction out of making, assembling, and selling fine products.

An educator at the Michigan Technological University put his finger on the pulse of our needs recently when he said, "It has come to the point where graduates from (some) schools aren't willing to get their hands dirty any more. So, we educate the people who do the country' s work."

There is great demand for the type of student this

university is turning out. Some companies in the automobile industry, for example, recruit graduates from this school more intensively than graduates of any of the select eastern technical and scientific universities.

Why is it today that the jobs requiring the ability to work with your hands or work with machinery or the ability to meet people and sell them something they need -- why is it that such jobs have lost status in favor of the cloistered, intellectual, impersonal occupations of research and development? Is it because too much of our educational emphasis has been directed toward the exotic accomplishments of the nuclear age and too little attention has been given to the pragmatic achievements of the well-trained man in our day-to-day- work world?

It may be more than coincidence that the growth of automobile industry paralleled the growth of the junior colleges and technical training institutes. Two-year colleges have provided an important portion of the key managerial talent for the automobile industry today. The great success stories of the men in our industry who came out of the old Henry Ford Trade School and the General Motors and Chrysler Institutes are familiar to everyone. We at Ford Motor Company are certainly proud of the pioneering work in technical education that was done at the old Henry Ford Trade School in Dearborn (the first school in the United States to abandon the complicated fraction of an inch measurements on blue prints in favor of the simple decimal system).

In keeping with the changing needs of our society, the assets of the Henry Ford Trade School were donated, in 1962, to the Dearborn Board of Education to be incorporated in the new Henry Ford Community College -- the largest community college of its kind in Michigan. All who have seen the Henry Ford Community College will agree with me that it is one of the most impressive educational institutions of its kind in the United States.

The college's new Charles H. Patterson Technical Building is named for Ford Motor Company's executive vice-president, who is the product of a technical institute in Scotland; who worked his way to the top of industry through the vocational training route. The Patterson Technical Building will have laboratories as complete as those found in many of the best engineering schools in the United States.

This one building of 62,000 square feet will cost $2 million when fully equipped. It will contain educational units for instruction in metallurgy, electronics, automotive service, drafting technology, major tool design, and data processing. Specific equipment planned for installation include a demonstrator computer, two numerical control metal working machines, electrical discharge machining equipment, spectroscopes, and other advanced analytical devices.

This equipment has not been selected to train Ph. D. 's in engineering for esoteric research in rare metals. Rather, it has been selected to train real, down-to-earth, pragmatic people, like Mr. Patterson himself, for the future operation of our complex industrial plants. And it is with this equipment and in this type of environment that community colleges across the nation can educate the well-trained technicians and semiprofessional workers so badly needed in today's expanding economy.

It may seem that I am recommending community colleges be turned into a "Brave New World's" vocational training camp. Far from it. The next decade promises further expansion in the fields where junior college graduates are already in great demand -- fields including such jobs as electronic technicians and computer specialists -- where, in some instances, the shortage of training facilities is so great that competing independent institutions have found it profitable to meet the demand beyond our tax supported educational system.

It should be pointed out, however, that there are many other challenging jobs requiring great skill and intelligence, with less glamorous titles than electronics and programing, that are going unfilled in our society right now. Many of these opportunities are right in the community college's backyard -- not at the national level where too many colleges seem to be scrambling for attention. The real and immediate opportunities for community college graduates are in the local communities where their services are needed now. As Time magazine noted last year, "Technically trained graduates of junior colleges perform well in their jobs, most particularly when their training coincides with the needs of industries in the localities of the college."

What are these jobs? Examples that may surprise educators in the scope of their requirements are jobs in automotive retailing. The automobile dealership is a "decentralized," community-oriented industry of more than 30,000 separate and independently operated small businesses spread across the face of America, grossing in total some $20 billion in sales, employing a total of 700,000 people, including 300,000 service technicians and parts specialists, 125,000 salesmen, and tens of thousands of controllers, financing experts, and other qualified personnel.

Is it a challenging business? It takes skilled men not only to design today's complex products, but it takes men with equal and sometimes greater skill to service and repair them in the field, where the manufacturer's reputation with the customer is made or broken.

The men working in automobile dealerships today not only need a talent for working with and for people, they need imagination, creativity, and all the other attributes that have made Americans beneficiaries of the greatest consumer goods economy in the world.

For example, a dealership service manager today must be prepared to handle courteously and efficiently the demands of a motorist who drives into the shop with complaints such as:

1. The automatic temperature control system needs adjustment.
2. The stereo-tape system is "off-pitch."
3. The automatic speed control system is malfunctioning.
4. The radio communication system suffers from electrical interference.

Out of the automotive context, these items sound like the complaints of an astronaut orbiting earth in one of NASA's space capsules. But they are not. They are real, every-day complaints that might be heard in any auto dealership.

Should we call the man who can cure these ailments a "grease monkey?" I think not. He is a bona fide service technician. He is a man with the working knowledge of thermodynamics and heat sensor circuitry needed to adjust an automatic temperature control system; with the ear of a piano tuner and the skill of Edison to correct pitch in a stereo-tape system; with a knowledge of hydraulics and the ability to work with gas flow-meters to correct a surging speed control system, and with a computer scientist's skill to track down the short in an automobile's half-mile of circuitry, 1,200 terminals and 450 connections, to correct interference in the radio.

For that matter, the retail automotive man who specializes in leasing cars must be a real financial expert to hold his own in today's competitive market. Even the car and truck salesman must have something more than the will to sell and a pleasing personality -- he must have a good technical background to understand today's complex product offerings and options, and, with the proliferation of models, he must be expert in psychology and sociology to match the product to the customer's needs and desires.

Yes, there are big and challenging jobs awaiting the

skilled and well-educated man in every community. But at least one illustration of the failure of junior colleges to knock on all the doors in their local community can be cited. Recently, we made a spot check of Lincoln-Mercury dealers in certain markets on the West Coast, in the very heart of the community college country, and here is what we found:

1. Every dealer contacted expressed strong interest in and support for his state's college system.

2. Two out of three of the dealers expressed a strong desire to find and to hire junior college graduates, not only as service technicians, but as salesmen and office personnel.

3. None of these dealers has ever had an application for a job from a community college graduate.

When I first examined the results of this one survey, I found it hard to believe, so we made a spot check of dealers all over the nation. The results of a nationwide check were equally surprising, though not quite so dramatic:

1. More than half of the dealers surveyed had supported a community college in some tangible way, through donation of funds or equipment, and all expressed a strong interest in junior colleges.

2. Ninety-seven per cent of the dealers said they were eager to find and to hire junior college graduates.

3. Nine out of ten had never received a job application directly from a graduating student of a junior college.

Recognizing the need as an industry to do something to develop the talent necessary to operate our important retail outlets, the Ford Motor Company has taken a number of steps to improve the liaison between community colleges and our dealership operations.

As one illustration, the Ford Motor Company Fund has just announced a scholarship program to encourage students to enter the field of automotive technology. (The Ford Fund supports educational, scientific, and charitable programs, financed by contributions from Ford Motor Company. It is not related to the Ford Foundation.)

The Ford Fund will provide approximately 100 two-year scholarships this year to children of employes of Ford Motor Company dealerships throughout the nation. Winners will study automotive technology at qualified community colleges, junior colleges, and technical institutes. In addition to paying full tuition and stipends toward room and board, the scholarships will provide an annual $250 contribution to the general education budget of the college for each scholarship student in attendance.

I believe this program is evidence of our understanding and interest in the role two-year colleges are playing in the local communities they service, and I can promise you that we at Ford stand ready to do everything we can to improve the liaison between your local educational institutions and our industry.

At the outset, I mentioned there were a number of reasons why I welcomed the opportunity to address the American Association of Junior Colleges. Now, I would like to state one more reason. I think all educators are familiar with a recent statement by U. S. Commissioner of Education Francis Keppel: "Education is too important to be left solely to the educators."

I am an advocate of that view, but I would like to offer a correlary to Commissioner Keppell's axiom, that: "Community progress is too important to be left solely to business leaders and municipal administrators."

Here in St. Louis, where a remarkable civic transformation has taken place in the last decade, where a city has literally pulled itself up by its bootstraps, we have a dramatic demonstration of what can happen when the business and the academic communities assume joint responsibility and leadership in revitalizing a city.

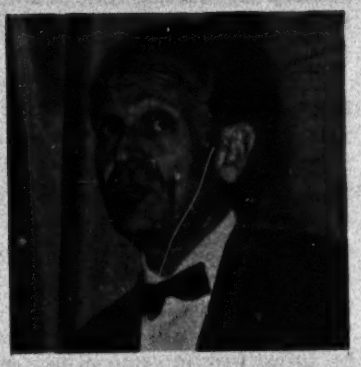
As a native of Missouri, therefore, I should like to pay personal tribute to Joseph P. Cosand who, with the support of the business community and municipal leaders, has developed and built a multicampus community college specifically tailored to the needs of St. Louis and St. Louis County -- the revitalized industrial center of the Midwest. It seems to me the American Association of Junior Colleges has expressed its own appreciation to this educator by holding its forty-sixth annual convention in the city of St. Louis. His understanding of community problems is encouraging to industrialists and educators throughout the country, for what can be done in one community can be done all over America.

In closing, then, let me restate: It is the responsibility of America's community colleges to guide, counsel, and educate the young people who will serve the ever-widening demand of tomorrow's economy -- people who are not afraid to work with their hands, who will not apologize for technical competence, who will serve the needs of others in society with dignity, and people who are not afraid of plain, old-fashioned hard work.

When the community college has executed that trust it must carry responsibility one step further, to the local market place, where it must display and exploit its newly developed product to all industries in its community.

By educating the next generation and expanding the educational opportunity for today's generation, by working hand in hand with local industry, community colleges can provide all of America with the educational flexibility needed to meet the challenging and changing times in which we live.

# THE COMMUNITY CAMPUS



By Maurice B. Mitchell, President
Encyclopaedia Britannica, Inc.

I'd like to have you view with me tonight the American junior college in two perspectives: As a businessman in the communications explosion, and as an informed parent.

We are living in a world of a communications revolution...a rapidly changing world full of challenges and threats and opportunities for those who are skilled in communications.

In the past forty-six years since the American Association of Junior Colleges was organized all the ground rules have changed. We are living in a totally different kind of society from that of our grandparents. Contrast, if you will, the events of a few decades ago when very few things were known in time for anyone to do anything about them.

Today, there is an almost instant reaction to events as they happen. We are just now stepping across the threshold of a new era in communications that goes far beyond the wildest dreams of those who, years ago, used to speculate on the miracles that might exist in communications of the future.

One cannot have this kind of revolution which can catapult a world in a few generations from relative isolation in the communications sense to a world that is literally drenched in communications, without having massive changes in the fabric of its society. Those changes will inevitably be reflected in the process of education, because our process of education is the mirror of our society by which we either see ourselves or try to expose to the inquiring minds of the generations to come the vision of the world we think we want them to occupy.

There are many who remind us, the computer people first among them, that in many areas it's now cheaper to go back in the laboratory and reinvent something, rediscover it, than it is to keep up with the flood of new knowledge in every field -- professional journals, the magazines, the statistical reports, the flood of data pounding through these new arteries of communication and stretching them to their utmost. You can't have that kind of a flood of new knowledge without changing some simple things about the educational process: the course of study...the curriculum...what there is to learn. With this come all the dangers of preoccupation with facts as a substitute for education, the simple accumulation of knowledge as a substitute for intelligence, and all of the other obvious and tempting and highly tortuous paths one's mind wanders along as he sees this flood of knowledge. Through the eyes of our children we wonder how we can master the new kind of world that is being handed to us by the changes in technology and communications.

So you would expect the educational process to reflect that deep concern, too.

What are the new dimensions of the educational institution in this communications-changed country? First of all, it's more crowded than ever before. In a world full of knowledge, there are fewer places of security for those who have no education. When I was a youngster the fellow with the pick and shovel who dug the ditch was a common sight. The hod-carrier was a fascinating figure to me. I don't expect my children today to recognize a hod-carrier, or even to know what a hod is. I doubt that either of my small ones have ever seen a man use a pick and a shovel to dig a ditch. Instead, the telephone company comes down the street with one of those rotating bucket devices, digs a ditch, covers it at the end, and puts a telephone line in it before you get a chance to really see it happen.

Where are the jobs for the ditch-diggers and the hod-carriers and that 20 per cent of our society that never needed any education, because the instruments they used were not much changed from man's primitive tools? Now more people are going to school. Now the instruments that man must use and the problems he must deal with and the day-to-day problems of his life are more complex. And now he is staying longer in school, extending his learning period. To deal with this larger crop of students, we have to develop devices that deal with new kinds of learning problems, with people who come from homes where education is not regarded with unqualified enthusiasm, with people who come from that dark area of our society we now identify as "the poverty region," with children who reach school culturally deprived but yet must, in some way, be equipped to live and become members of the community.

We are learning that people can be taught far earlier in life than we had ever believed before. There are now experimental activities designed to teach the parents of 18-month old children how to teach them. Many of you, I'm sure, have read about Dr. Moore and his remarkable team of three-year-olds who are learning to type on that remarkable typewriter that takes advantage of the fact that they can think before their minor muscles are coordinated well enough to write; and which teaches them where the letters on the typewriter are that can be put together to say the words they want to write. I've watched them, dozens of them sitting there busily typing away at the age of three, a frightening sight -- writing memos to each other, I suppose, on diaper rash. We talk now about education as a cradle-to-the-grave activity, because we know it surely must be that way. Margaret Mead was right when she said that no longer will any man die in the world into which he was born. You and I know that. You wouldn't want a doctor to treat you who's going to die in the world in which he got his medical education.

No man will die in the professional world in which he reaches maturity either. Ralph Tyler reminds us that a man must reeducate himself in his professional field at least once every ten years, lest the world move on past him at the new and dazzling pace at which it moves.

We see other dimensions in education, too, growing out of our own communications tools — the very instruments that produced the flood of knowledge produce the opportunities to deal with it. Television, which perhaps will bring into the classroom at high speed those things it has been difficult to present before. Sound motion pictures and all of the new array of visual devices which provide backup knowledge and unusual insights into those things that we have, in the past, been reading and studying through the printed word.

There is also this new body of knowledge that is being introduced by the behavioral scientists, who got lost in the shuffle when the atomic scientists began setting off firecrackers around the world; and who have been intensely absorbed in an examination of man's behavior and how to change it. That, by the way, is just another definition for education: a change in the behavior of people. The experimental psychologists are profoundly concerned with some of the things we've never really understood. No one in this room knows where he finds the words he says when he talks to someone else. Where do I find the order of the words I'm using at this moment? In what sequence, from what storehouse of knowledge or recollection? What events in my life put together the chemical or electrical "mix" that sits between my ears that strings these words out in some form, in some effort to make sense about something? We don't know much about that.

Out of some of this research there have been developed programed learning devices, self-instructional teaching machines. My associates have participated in research and demonstration projects in which youngsters of high school age sat down without preparation, without a teacher, with nothing but that odd-looking package of programed learning materials, and managed within three months to teach themselves the contents of a full year of high school algebra. They did as well as, and often better than, those who studied with a teacher for a whole school year. Is that a new dimension of education? It certainly is. Does it suggest opportunities to change the patterns of learning? It does. Does it suggest the elimination of all teachers? It does not. It suggests a changing relationship between teachers and the people they teach, and that introduces even another new dimension into the learning and teaching processes.

Across the face of education, you can now see the impact of new materials, new techniques, the repositioning of the whole body of subject matter. A chemistry teacher who graduated from a school of chemistry ten years ago equipped to teach chemistry is obsolete today if he hasn't gone back and adjusted himself to modern chemistry, to modern theory in that critical science area.

We are witnessing a revolution in our secondary school curriculums - modern math, explosions in the field of science, especially in physics. Advances in the study of biology are almost beyond grasp - I just read of experiments to regrow a limb that has been cut off or decayed. I am sure this will come to pass in a short time.

Techniques in teaching are improving at a rate almost beyond comprehension. There are new exciting techniques in audiovisual instruction - movies, sound strips, TV, and programed learning. We can teach things today to rats that we couldn't teach people twenty-five years ago.

The comparatively recent arrival of the junior college gives it a unique opportunity to adjust quickly to this new dimension in education.

Many parents contemplating future education for their sons and daughters really do not understand the community college or junior college - often one and the same. Some think of the junior college as a bargain basement college.

But the junior college offers the greatest chance for helping in the redevelopment of the American educational system, because it is still flexible, still experimenting, still wide open to new ideas in learning and teaching, both within and out of the classrooms.

And because it is a very special type of educational font, the junior college and/or community college needs a faculty that wants to experiment and can appreciate the unique opportunities that exist to teach there. Those who join the junior college faculty or administrative department as a stepping stone to a four-year college or, worse, who maneuver to expand the two-year curriculum to four years, have misunderstood the need and the opportunity for the junior college.

What does this mean to all of us? It seems to me the implications are so obvious that we should not have to labor over them. An educational world in change needs leadership and guidance. If you accept the fact of education from the cradle to the grave, you no longer think of education as being confined to a single building or institution. When you talk about the development of intelligence, you no longer restrict yourself to the rigid formats in which education is traditionally known: you talk about a process that literally starts when you're big enough to be considered really human and ends at the moment of your death. You talk about a process that no longer is restricted to an elite, that is no longer limited to white people or Americans or those of us that "have," but is a precious force desired and fought for by those who "haven't." You're talking about a process that is dominant in the aspirations of the citizens of the world.

John Platt, in a most moving paper written not long ago, suggested that the world is at a provocative crossroads. He says we may at long last be entering the "era of man." We have licked, he observes, those problems which have plagued every era of man back to the beginning: the simple problem of survival, of making tools, of using the resources of the earth, fighting off disease, of developing sources of power, substituting forces other than the hands of men to do work. We live now on the threshold of the era of unlimited power, or unlimited resources, with a tentative grasp on outer space. We are triumphing over disease. Our scientists say we may chemically prolong life to a hundred years in fifty to a hundred years from now.

Professor Platt suggests that we may, for the first time, be living at that time in the history of the world when man can devote himself to the development of man. This may be the greatest and richest era of all. We have had the monkeys on our back -- fear, deprivation, weakness, disease, ignorance, oppression; as I tick them off you can identify them as those we have already or will soon overcome.

In this era in which man, perhaps for the first time, can stand upright, think constructively about himself and the kind of world in which he is going to live, the world he hopes always to make a better world for men who follow, it seems to me your assignment is acutely clear and your options are tremendous. Can you teach people to live in this new world? Can you help them continue to educate themselves? Can you find richness for them, of a kind far more significant than the superficiality that presently attends our clumsy efforts to use modern communications?

This will take some courage, and with it the willingness to change things. It takes the readiness to admit that there are new eras on the way.

There is no one to tell us how to find our way in the new world of education, in the future of our society. But, in the proper utilization of the junior college - in providing a higher education for those who have neither the time nor the money for four full years, but who want a better, if somewhat shorter higher education, the junior college is uniquely qualified.

# THE JUNIOR COLLEGE AND INTERNATIONAL EDUCATION

By Walter M. Garcia, President
Modesto Junior College

I suspect it would not be the best use of your time if I were to go on at any great length about the joys and sorrows of having foreign students on our junior college campuses. You will have an opportunity later to hear from institutions which have outstanding junior college foreign student programs, and also to learn of the assistance you can secure from a number of voluntary agencies. I commend these to your attention. Although, for a variety of reasons, foreign student concentrations of any size are likely to be found on relatively few junior college campuses, I hope we have enough collective experience and wisdom with the foreign student for me not to need to rehearse extensively some of the challenges and frustrations of working with the student from other lands. I don't mean for a moment to suggest that all or any of us are sufficiently sophisticated and experienced in this business not to need to continue to discuss and share experiences, and to set up some guidelines to help our newer sister institutions. I do mean to suggest, however, that while we need to do much to improve our foreign student programs, it is about time we began, as an Association, to take a look at other dimensions of international education. Instead of passively receiving foreign students who happen to apply to our colleges and doing the best we can for them, we need to seek out, rather aggressively, I think, some new roles for junior colleges in international education.

The foreign student, however, is a key element in any junior college program of international education, and I would like to spend a few minutes sharing with you some absolutely non-dogmatic generalizations about junior college foreign student programs. These generalizations are distilled from the experiences of the California junior colleges and formulated by our state committee on international education.

First, most of our institutions need to exert more care than they typically do in the admission of foreign students. Philosophically, it goes against the grain for a junior college admissions officer to set up admission hurdles. It would appear to be in violation of the traditional "open door" policy. I will first suggest that the violation is more apparent than real, at least in part. I do not think it is a violation of the policy to insist on a valid secondary school transcript, interpreted in terms that the admissions officer can understand, or to insist on reasonable evidence that the applicant has sufficient English language facility to handle collegiate level instruction. If your registrar is unfamiliar with the significance of foreign transcripts he can frequently get assistance from the registrar of your state university or the admissions officer of any institution which has had considerable experience in admitting foreign students. The Institute for International Education can also be of assistance here. The U. S. Office of Education also still provides, I believe, credential evaluation service, and A. A. C. R. A. O. also can assist you.

The Institute for International Education can also be of great assistance to you in interviewing prospective students abroad, and can advise you as to their academic standing and language ability.

Our state committee, beyond these simple requirements for a meaningful transcript and language ability, has recommended that each foreign student be required to have a local sponsor or have deposited in a local bank sufficient funds to cover the cost of at least a semester's subsistence. Additionally, it has been recommended that the foreign student be required to purchase a health and accident insurance policy even if he has a sponsor or local funds. These latter recommendations, as you might guess, were arrived at as the result of too many unfortunate experiences in which foreign students arrived at colleges nearly destitute, or during their stay became ill without sufficient resources to carry them through.

Furthermore, our committee has recommended that no foreign student be admitted to junior college unless there is evidence that he would be acceptable for matriculation at a recognized post-secondary institution in his own country.

I grant that these latter stipulations are in violation of the "open door" philosophy, and our committee is subject to the criticism of not being wholly consistent with junior college philosophy in these recommendations. But as I commented to Dr. Davis in a recent letter, I'm a great admirer of Ralph Waldo Emerson, and you know how much use he had for consistency. It seems to me that for the sake of the foreign student who gambles so much in coming to study in this country, we have to take every reasonable precaution to ensure his success. It is no service to the student, his family, his nation, or the junior college to admit a foreign student who does not have the requisite training, language facility, or financial resources to succeed. Too many junior colleges have been guilty of too many of these errors, and too many unsuccessful foreign students and too many well-intentioned faculties and communities bear too many scars for us to be able to be soft-headed on this point.

May I say, on a much more positive note, that our experience in the California junior college satisfies us that a well-conceived, rationalized foreign student program is a great asset to the college, the students, and the community. Because the typical junior college student body is rather provincial, at least geographically, the foreign student brings very valuable fresh insights and attitudes. American students and faculty seem to profit greatly from the exposure to foreign students. Because, typically, junior colleges do not have dormitory facilities, the foreign student is frequently thrown upon the community for food and lodging. This is a rather perilous asset of

junior college foreign student programs, to be sure, but our experience suggests that if arrangements can be made between the college staff and interested people in the community, the foreign student who lives with an American family has a much better experience that the foreign student who lives in a college dormitory. The student who lives with an American family has a much better insight into the values of American family life, and although he may not appreciate the distinctive quality of the American family, he will at least have some firsthand experience on which to base his biases.

Further, the junior college, by reason of its curriculums in semiprofessional vocational and technical areas, can render a particularly important and distinctive service to the developing nations where skills in these areas are so necessary and in such short supply. It can be argued, I think, with some justice, that it would be better to develop good technical institutes in these countries rather than running the risk of having their best young people come to this country for training and having them, perhaps, decide to go on to the baccalaureate degree and even beyond. I think we probably need to do both; encourage the creation of indigenous institutions and bring people to this country for training. It makes good sense, it seems to me, for A.I.D. to send, as they have, five young Somalians to Modesto Junior College to study our methods of irrigation because the climatic and rainfall conditions in the San Joaquin Valley are quite similar to those in much of Somalia. Upon their return, these young men will bring much information of immediate practical use and, according to the plan, they will be used to train their countrymen in American irrigation methods.

To be sure, there are real problems in getting foreign governments and foreign students to understand and value the worth of the associate in arts and associate in science degrees, without the baccalaureate, but I am satisfied that progress is being made in this direction. I suspect one collateral advantage of bringing foreign nationals to study in these programs is that they have the opportunity to observe the attitude of American managerial and professional people toward the dignity of labor and manual work for all levels of our society. It is as much a source of amazement for our foreign students to observe the owner of a large ranch pitching in with his hired hands to pick peaches and repair tractors as it is for them to see me digging in the garden and tinkering with my automobile. I may be guilty of ethnocentrism, but I have observed with some satisfaction changes in attitude toward physical labor on the part, particularly, of Indian and African students.

Unless I misread the signs, the American junior college will be carrying in the future an increasing responsibility for educating foreign students. It may be of interest to note that there were about 1,200 foreign students in California junior colleges in 1960, and for this year the figure is in excess of 2,000 -- which is pretty fair growth. There are encouraging signs of more awareness of our distinctive contribution on the part of governmental and professional associations. It seems to me, therefore, of the utmost urgency that each of our member institutions think through the question of what kind of commitment they are willing to make to these programs. It is perfectly clear that the foreign student does represent an excess cost to our institutions. He requires more attention, more staff time than does the native student, and unless an institution is willing to commit these additional resources, out of the conviction that foreign students are a major asset, I think our committee would firmly but respectfully suggest that the institution confine itself to the education of domestic students.

So much for foreign student programs. You will be hearing later today more about them. I should like now to turn to other aspects of international education programs as they affect junior colleges.

I presume that to this audience President Johnson's Smithsonian Address last September is perfectly familiar. In it, he outlined some new dimensions and assumptions for international education. Let me quote briefly from that memorable address, which I am confident will come to be regarded as a landmark in the field. In the speech, President Johnson pledged that the United States would play a significant role in the movement of knowledge and scholars across national boundaries.

"First, to assist the education effort of the developing nations and the developing regions.

"Second, to help our schools and universities increase their knowledge of the world and the people who inhabit it.

"Third, to advance the exchange of students and teachers who travel and work outside their native lands.

"Fourth, to increase the free flow of books, ideas and art, of works of science and imagination.

"And, fifth, to assemble meetings of men and women from every discipline and culture to ponder the common problems of mankind."

It would not, I think, be an overstatement to say that American higher education is on the brink of a massive new thrust into the field of international education, supported and encouraged in considerable part by our national government.

A critical question for our Association at this point, it seems to me, is: "Is the junior college movement, at this eleventh hour, in a posture that will permit it to participate fully in this new thrust?"

On balance, in my view, the only fair answer is: "No."

Although there are some encouraging signs within the junior college movement itself of a broadening conception of the role the junior college can play in this field -- I cite our meeting today as one evidence of this fact -- and although there are some signs of greater recognition on the part of such organizations as the Peace Corps and the Agency for International Development of the distinctive and unique role we can play, the junior colleges do not seem to be looming in anyone's mind as a potent element in this new thrust. I remind you that none of the several major studies and reports issued over the past five years concerning the responsibilities of American higher education in international education mentions the junior college -- even disparagingly. Dr. Ruth Macfarlane, one of our California committee, has very thoroughly examined this lamentable phenomenon in a paper entitled "Wanted: A Study of the Community College and World Affairs."

Dr. Macfarlane does point out encouragingly, I think, that the Subcommittee on International Education of the AAJC Commission on Administration has been recently reactivated under Dr. Everett Woodman and Dr. Ray Schultz. She insists, however, "...the AAJC remains the only national association of higher education that does not have a commission on international education or that has not devoted a recent annual meeting to this new educational horizon." It is characteristic of Ruth's zeal and persistence that she has badgered -- I think that's the accurate if not most graceful term -- organizations like Education and World Affairs, the American Council on Education, of which many of our institutions are card carrying members, and various foundations to finance studies and reports which will take due heed of the distinctive contributions of the junior college. Predictably, the response to her inquiries has been sympathetic but there seems, at least at the moment, little likelihood of assistance from these quarters. It seems to me, therefore, clear that AAJC, if it is to seize opportunity by the forelock, will have to blow its own horn in the form of a carefully developed and reasoned statement on the vital role the junior college can play in international education. The California committee has been working on such a statement for the last several months with specific application to California. We can testify that such a statement is not easily arrived at, particularly when the writers are full-time practicing junior college administrators and faculty members. We have a conviction, however, that the job is important and the time is now.

Obviously, a statement or report, alone, will not carry the Association into the councils of the mighty. I am well-aware of the excellent staff work done by Edmund Gleazer and William Shannon in Washington, but obviously they can't do the job alone. It seems to me, Mr. Chairman, that our subcommittee should urge the immediate establishment of an AAJC Commission on International Education and, if possible, arrange for the employment of a consultant like Dr. Macfarlane to help prepare both an acceptable statement on behalf of AAJC and to make the necessary contacts, perhaps through Dr. Gleazer.

Some critical decisions are being made right now by Frank Keppel, John Gardner, and Charles Frankel about higher education and the President's new program. In one way or another we have to persuade these people who, at least in the case of Keppel and Gardner, I know are sympathetic to and interested in the junior college, not only that it would be nice to consider how the junior college might be helpful but to persuade them that any program which did not visualize an important role for the junior college is, by that omission, radically defective. But first, we have to persuade ourselves and our Association that the junior colleges have an important stake in international education.

Whether or not we are able to establish ourselves immediately in the President's new program, I should like to point out briefly and by way of conclusion, some promising directions in which junior college international education is already moving, and in which movement should be accelerated.

First, we should encourage such agencies as the Peace Corps to look to the junior colleges as logical training grounds for workers in developing nations and to junior college faculties themselves as training leaders either in this country or abroad. Mt. San Antonio College in California, as an example, is training its second contingent of Peace Corps workers in agriculture. I'm sure a number of other junior colleges in the nation are handling similar programs. Let's have more of them.

Second, we should encourage such agencies as A. I. D. to look increasingly toward the junior colleges as ideally suited for the training of many students from developing nations. In 1962, AAJC participated in two projects involving Kenya. Fifty Kenyans were brought to New York and California for training in vocational and technical areas, and Lee Medsker and Dale Tillery from Berkeley, Ed Gleazer of AAJC, and Stuart White of Fresno surveyed the feasibility of a community college in Kenya. Not much has happened since then so far as A. I. D. is concerned, but I am pleased to report that at least I was invited recently to attend a two-day conference at the University of California called by the Agricultural Division of A. I. D. Modesto Junior College was the only junior college in a region of six western states invited to the conference but I'm confident we were able to do some effective missionary work. A. I. D. is willing to send as many students to us as we can comfortably handle, and they are showing continuing, if somewhat limited, interest in the junior colleges as training institutions.

Third, we need to explore more than I think any of us has, the appropriateness of overseas experience for junior college students in selected curriculums. The College of Marin in California, for instance, is proposing to send some of its students in fashion design, I believe,

to study for a time in Paris as part of their program, and for which they will receive academic credit. I assume Dr. Epler and Mrs. Deedy will need to spend some time in Paris supervising the students once the program is established. Other junior colleges are exploring similar notions. Good!

Fourth, we need to explore faculty exchange programs with other nations. We have a new and as yet limited program of faculty exchange between the California junior colleges and the town colleges of India. More of this needs to be done, I believe, and probably more is going on than I am aware of. We should explore college-to-college relationships as an aspect of the teacher exchange program.

I am sure each of you can think of many other ways in which American junior colleges can play a significant role in this new thrust in international education. I have no reservations in my own mind about both the propriety and necessity for junior colleges to become involved in this movement. It appears that we still need to remind our colleagues in the senior institutions and in government that we have a stake in this business but then, this is not a new problem or one that we have not handled successfully in the past, is it?

# THE FLORIDA-COLOMBIA ALLIANCE PROGRAM

By Laurence L. Benson, Coordinator
Florida-Colombia Alliance Program and
Administrative Assistant, Florida Secretary of State

For a number of years now, Florida junior colleges have realized the multiple benefits of having international students on their campuses. In fact, with the Fall, 1965, enrollment of just over 75,000 students, 758, or one per cent, are from other nations. International students are attending sixteen of Florida's twenty-four junior colleges. And on the campus of seven of our junior colleges are thirty-four Colombian students with scholarships arranged by Florida-Colombia Alliance.

Florida is developing a system of junior colleges whose quality is becoming widely recognized. Our state is the geographic neighbor to all Caribbean nations and most of those throughout Latin America.

These fortunate resources - of prior experience with international students and of proximity to Latin America - blend together as the rich soil in which the seeds of the Florida-Colombia Alliance student exchange program are planted and growing. In one short year the number of Colombian high school graduates enrolled at Florida junior colleges has grown from five to thirty-four.

This did not happen as a mere coincidence. These Colombian students did not simply migrate to Florida because of the Alliance alone and show up lost at the end of a long registration line. Rather, this entire effort has been carefully planned and jointly developed. Sharing in these arrangements are junior college administration, I.C.E.T.E.X. (the national Colombian agency responsible for coordinating student travel abroad) and the Florida secretary of state's office.

Our student exchanges originated almost simultaneously with the formation of the Florida-Colombia Alliance, in 1963. For it was in October of that year that Florida's secretary of state, Tom Adams, journeyed to Colombia on a ten-day goodwill visit under the auspices of the Organization of American States.

While visiting throughout the "Emerald of the Caribbean," as Colombia is known, Secretary Adams talked with government officials, educators, farmers, doctors, businessmen, civic leaders, and men on the streets. He asked His Excellency Guillermo Leon Valencia, president of Colombia, "What do you consider to be the first priority in the continued development of your nation?" President Valencia's unhesitating response was "educación."

Of a taxicab driver, Secretary Adams asked: "What is most important to the future well-being of your family?" His answer: "educación."

With this unanimous response ringing in his ears - "educación, educación" - Secretary Adams returned to Florida and immediately appointed a statewide committee within the framework of the Alliance, embracing representatives from all levels of higher education.

This education committee determined that the first step was to show our good faith by immediately arranging scholarships for Colombian students so they could more easily "afford" to study in the United States, and in Florida. A proposal to the State Board of Regents produced fifteen scholarships per trimester, or forty-five each year, for graduates in Florida state-supported universities.

Simultaneously, the committee believed that, as opposed to universities, junior colleges possess unique characteristics which make them attractive to international students. For example, junior colleges have a more direct access into American culture, they provide more teacher-pupil contact, they are better geared to help academically deficient students.

These unique features also lead us to assume that the adjustment to our way of life and to the rigors of the American system of education would be much easier for young Colombians entering at the junior college level. This assumption is proving to be correct.

Then, too, the committee hoped that the secondary goal, that of making fast friends for Florida and the United States among the future leaders of Colombia, more likely would be accomplished with students during their most impressionable years. This hope is also becoming a reality, thanks to our dedicated faculties and able administrators.

With the help of one of the Alliance Education Committee members, the director of Florida's community junior colleges, eight junior college presidents received approval from their county boards of public instruction to grant a combined total of forty-eight out-of-state tuition and enrollment fee waivers for Colombian high school graduates. These scholarships are assigned to the students throughout the duration of their studies in Florida, normally for a two-year period.

Once the secretary of state's office was advised that the junior colleges had received authorization to grant scholarships to Colombian students, I.C.E.T.E.X. was notified.

We in Florida are fortunate in many ways that our Alliance is with Colombia. This is especially true with regard to our educational programs because of I.C.E.T.E.X. It is my understanding that I.C.E.T.E.X. is unique in this hemisphere. To my knowledge no other Latin American nation has a central, autonomous, clearinghouse responsible for coordinating national student exchanges.

Founded in 1952, I.C.E.T.E.X. is responsible for performing manpower and other educational studies throughout Colombia; it grants loans with liberal terms to qualified, needy students who are admitted to universities and colleges throughout the free world and whose skills fit Colombian manpower needs; it helps returning students to locate meaningful employment; it uses the principal and interest gained on paid-off loans to swell

its reserves and thus its financial resources are self-generating and snowballing. I.C.E.T.E.X. has also arranged for reciprocal scholarships for Florida students who desire to study in Colombian universities, some of them among the best in Latin America - Los Andes, Antioquia, and Valle, for example.

Since Florida is making tuition and enrollment fee waivers available to Colombians this means that students coming to our state under the Alliance need only to borrow money enough for travel, maintenance and books. Therefore, students obligate themselves to less of a financial burden and I.C.E.T.E.X. can use the funds it would normally loan for tuition fees to expand the number of students who go abroad to study.

In Florida, coordination of our educational and other Alliance efforts falls within the secretary of state's office. As an administrative assistant, it is my responsibility to work continually with I.C.E.T.E.X. and with our junior colleges and universities. In a way, my duties of coordination and communication roughly parallel those of I.C.E.T.E.X. but on a much smaller scale, of course.

For example, when we notified I.C.E.T.E.X. of the junior college scholarships, we also forwarded the relative application forms, catalogs, and necessary information. The screening board of I.C.E.T.E.X. utilizes these materials as the basis upon which to select candidates. Upon deciding to grant a student loan, I.C.E.T.E.X. returns the completed application and relative documents directly to me. Included in these documents are proof of English language proficiency and the high school transcript.

In consultation with the director of Florida's community junior colleges, we decide to which institution the application should be forwarded. This decision is based primarily upon the student's indicated field of study and the junior college which can most adequately provide the related courses. Almost any curriculum which a Colombian student might wish to pursue can be found among the junior colleges which have granted scholarships. The student may take university parallel courses or terminal technical-vocational training in such fields as data processing, basic agriculture, interior design, management development or electronics technology.

From the beginning, it was understood that the junior college, not the committee, nor I.C.E.T.E.X., nor the secretary of state's office, decides to admit or deny admission to all applicants under the Alliance scholarship program. When admitted, the junior college notifies I.C.E.T.E.X., the student, and the secretary of state's office. Usually within a few days or a week the junior college is informed by I.C.E.T.E.X. or by the student of his expected arrival time on campus, normally a day or two before registration begins.

Since most of our junior colleges are nonresident, the international student adviser, dean of students, or his equivalent, with the assistance of the secretary of state's office when requested, locates and arranges approved, private housing.

The student becomes even more important after his arrival in Florida, not only to the junior college and the community, but also to the Alliance Committee. Participating junior colleges forward periodic reports of the student's academic progress and general well-being. If problems beyond the immediate solution of the junior college arise, the secretary of state's office renders all possible assistance. Perhaps these examples will give you an idea of the role played by the secretary of state's office in coordinating the education effort and keeping open the lines of communications.

And perhaps these remarks have started your mental processes to ticking, particularly about ways in which the junior colleges represented here might initiate similar educational programs in conjunction with the partners of the Alliance groups in your states.

It would seem to me to be a natural. Our experience has highlighted several advantages both for the Florida-Colombia Alliance and the participating junior colleges.

Among them are:

1. By working out the details in advance, we were able to initiate what we are told is the first planned statewide student exchange program at the junior college level;

2. The Alliance Committee was able to acquire scholarships for Colombian students with the valuable assistance of one of its able members;

3. It is felt that the junior college presidents and county boards of public instruction were encouraged to grant scholarships because the entire effort was to be centrally coordinated, timely, and appealing;

4. Through existing relationships within the Florida-Colombia Alliance, our junior colleges found in I.C.E.T.E.X. a source for locating and processing students;

5. By arranging for students to be assimilated into the community, staying in the homes of Alliance committee members, the bonds of lasting friendships are being ever strengthened;

6. Although I.C.E.T.E.X. does not require that its students return to Colombia to work and pay off their loans, about 95 per cent of them do return. This assures us our student exchanges will achieve their ultimate objective - that of returning to Colombia better educated manpower.

7. Although many of our junior colleges have had international students, in the past, the Alliance exchange represents the first time several of them have had students from other nations on their campuses.

Through the Florida-Colombia Alliance junior colleges in Florida are unanimously responding to the unanimous answer of President Valencia, of educators, of farmers, of doctors, of business men, of civic leaders, and yes, even of taxi drivers. And, because of the Alliance more of our junior colleges, as well as the communities in which the students live, are experiencing the multiple benefits gained from international student exchanges.

# THE JUNIOR COLLEGE TRUSTEE

By Earl R. Blackwell, Senator
State of Missouri

A junior college board of trustees is the organ used in implementing the basic philosophy that the control of education should remain in the hands of the people. Such a board has two basic functions that must be fulfilled if the education of our young people is to be properly served. Members of the board should be very careful to serve these functions responsibly but without overstepping into the area of professional concern that rightfully belongs to the administration and the faculty. The legitimate functions of boards are policy making and appraisal.

The board establishes the policies by which all phases of the educational plant and program will be developed. Every major decision the board makes will ultimately affect the educational program. I am sure that most trustees make policy decisions with the best interests of the school in mind. A board member has a very broad constituency. In his decisions on policy, he is accountable to the people, to the faculty, to the alumni, to the parents, to the entire educational world, to the state legislature, to private donors, and to his conscience.

The second major function of the board is that of appraisal. This, to me, is probably the most important function of a board member. It does little good to formulate policy and then fail to appraise that policy. Specifically, the board's responsibility is to question, to learn, and to evaluate in all areas.

The trustee has a genuine responsibility to question. Socrates distinguished himself as a great teacher through the developed art of asking questions. Since my profession is law by choice, and a state senator by the consent of the people, I am well-aware of the value of the art of questioning. Perhaps college trustees can perform their highest and best service by learning to ask the right questions which will provide information to assure the best program of higher education for the community.

The area of instructional personnel is a good example. The board formulates policy as to the salary, educational background, and experience required of the professional staff members. What are legitimate questions that a board member can ask in evaluating candidates? The board has delegated to the president the function of recruitment of good staff members and the president recommends their employment. The board member can ask, for example, how many people were screened for this position? What is the educational background of the candidate? What institution awarded his graduate degrees? How well-known is this college or university in the specialized area of the candidate's training? Each time the board member asks questions of this type he learns and is better able to evaluate in the future.

The employment of personnel has a bearing on the board's role in the curriculum. The emphasis given to a particular curricular area can be controlled to a great extent by the board in terms of how they employ personnel. Do they insist on employing a sufficient number of teachers to hold the class load on a particular subject to twenty-five students, or even less? They can specifically ask the administration about this. Board members have a role in this area inasmuch as they owe a responsibility to the citizens of the district to ensure that high quality education is being offered.

The approval of salaries for staff members also constitutes a policy decision. It becomes a matter of whether we want the best professionals available and are willing to pay for their services or whether we want second-rate people as cheap as we can get them. We should question and evaluate our staff salaries in relation to those of other colleges in our general area. If we are below them and if we can afford more, we as board members have the right to know why our salaries are not competitive and to further ask if this condition will not ultimately prevent our having a first-class institution.

Let us now look at another area in which we as board members make policy decisions. That is the extremely important area of curriculum. This involves what is commonly known as educational policy and perhaps it is the most controversial question of all. Despite the fears of some professors, the trustees of our best institutions do not wish to take detailed charge of the curriculum. There is no doubt but that the primary responsibility for carrying out the educational program lies with the faculty. However, the board must decide the broad general policies which are to be used to develop the specific educational objectives. For example, we consider the junior college to be comprehensive in nature and we as board members must question, evaluate, and decide whether this objective is being met.

We can ask questions about the curriculum and soon determine whether it is truly comprehensive. Do we have courses that are available for students who are not necessarily interested in the academic transfer program? What are these courses? What kind of students are enrolled? Are our instructional resources adequate to teach these courses? In other words, do we employ an excellent person and then provide him with adequate up-to-date instructional equipment? We need to know about our academic programs as well. Can our students transfer without loss of credit? What kind of relationship have we established with other institutions?

Intelligent questions that deal with the broad perspective of the educational program will likely lead to an administrative efficiency which will preclude the necessity for asking small insignificant questions which deal with problems in a myopic manner.

Every institution will have minor daily problems which may fall on the ears of the elected trustees. However, board members will be well-advised to concern themselves with the larger policy making and appraisal

functions. Why one particular student received an "F" or was suspended is, of course, important but it is not in my opinion the kind of question that a board member should ask of the administrative staff. A more apt question might be, "How do our grading standards compare with those of other comparable institutions which have a similar population with approximately equivalent ability levels?" Making an issue of one particular student's lot may border on "meddling" or intrusion on academic freedom; but the question of grading practices in general is a legitimate concern of the board and one that can be objectively answered by the college administration. If, for instance, our analysis of student traits shows a normal student population in ability and our grade distribution does not, then we should ask questions. There may be a perfectly logical explanation and there usually is but we can not accept the situation without questioning, and evaluating. All of these factors affect our status as an accredited institution and we must be concerned with them.

Questioning of administrators by boards can usually be conducted in one of two ways: by private audience and before the board as a whole. Certain questions that are of particular concern to the board member may be answered by means of a simple request for information to the administrator. This, in many cases, will satisfy the inquiry.

Certain other questions may need to be raised before the board as a whole. A board member may, for example, alert the administration to certain concerns and it may be highly advantageous to the institution, as well as the administration, for him to bring such queries before the board as a whole. Provocative board meetings inspire the administrative team to initiate, execute, and appraise existing programs and to plan new and different approaches to old problems.

Without seeming idealistic, it may be said that a good relationship with the administration is axiomatic for effective questioning by the members of the board. This kind of relationship usually avoids a defensive reaction to queries from board members, and also prevents the growth of suspicion and mistrust. It saves the administration from wasting hours in an attempt to discern the motivation for some certain question and wondering whether some pressure group is now bending the trustee's ear.

Trustees, we can state, do not owe their positions to administrators. Neither do the administrators owe their positions to the members of the faculty. However, I hasten to add that today an institution without effective lines of "give and take" may very well be headed for trouble. What we should work towards is that kind of a reciprocal relationship which is characterized by a spirit of cooperation, mutual trust, and understanding.

If the correct questions are asked as you interview your chief administrator you will do away with the necessity of asking many questions at a later date -- questions of the administration and, perhaps, questions of yourself for making an improper judgment.

Today, as perhaps always, even publicly supported institutions of education are interested in cost control, system analysis, and cost accounting. An effective chief administrator may very well be the best investment your district can make. He will anticipate many of the questions you will and should be asking and board meetings will become valuable learning and appraisal sessions.

In conclusion, permit me to say that in my opinion while it is the duty of board members to question and evaluate they also have a responsibility to learn in order that the entire educational program will function smoothly and effectively.

# BOARD RELATIONSHIPS TO ADMINISTRATION AND FACULTY

By James W. Gray, Trustee
Monroe Community College

You have heard, of course, the definition of an expert - "One who is more than fifty miles from home." Being some eight hundred miles from home, you will understand that temptations exist. However, I really feel quite humble. I am far from an expert. Actually, I am here to learn.

You will understand how much I need to learn when I tell you that I have been a board member of Monroe Community College only since November 6, 1965. On top of that our college is only four years old but under the leadership of Dr. Leroy V. Good, our president, we are making what I think are phenomenal strides forward. We have a student body of 3,600, with 2,200 full-time day students, and the remainder comprising our evening classes and summer school sessions.

And we made a considerable name for ourselves on a national scale, in the field of athletics, when our soccer team won the National Soccer Championship last fall after only three years of competition. We expect to repeat that performance next fall.

At present, most of our time and much of our energies are devoted to a large, thrilling, and exciting building program encompassing the construction and development of a whole new campus on a 375-acre site at a cost of $22 million. We plan to move in the fall of 1967. Then our enrollment will go to 4,000 full-time day students with an overall student body of 7,500 to 8,000 including evening classes and summer sessions.

If you were to ask me to define our overriding aims and aspirations I would reply quite simply: to render the best in educational opportunities for our young people and to serve the community to the best of our ability. Perhaps this is an oversimplification but I am sure you will agree with me that these are lofty aims and I say to you these are possible of attainment.

How do we expect to reach a point where some day soon it will be acknowledged that we are successful? We are now operating and offering our services as a comprehensive community college. There are four facets to this comprehensive approach:

1. A strong transfer program of liberal arts, sciences and business administration from which our graduates can go on to four-year college and receive their baccalaureate degrees.

2. A strong career program where young men and women are trained to enter business or embark on their own careers after two years of training,

3. Continuing education devoted to the training and retraining of adults,

4. Community service, specializing in training for service to the community.

This, briefly, is our operation.

What should be a board's relationship to administration and faculty? Since this is my assignment, I want to pursue the subject in some detail. I have some strong feelings in this area. And let me start with and dispose of the second part of my assignment - "Board Relationship to Faculty" - with a strong admonition: "Don't meddle with the faculty." This is an area that should belong exclusively to the president, the deans, the administration. There should be no reasons, there just is not any excuse, for a board member to meddle with the faculty beyond the point of helping the president and his staff to get the best faculty available by helping to create the best atmosphere possible, which usually starts with the best possible wage and salary schedules commensurate with budget limitations and overall financial responsibility. I know of no quicker way to foster just plain deviltry and chaos than to cast a doubt in the minds of staff or faculty members as to who is boss.

So we assign faculty to the president and his deans and the administration. They are the bridge, the connecting link, between board members and faculty. And this relationship should be preserved at all costs. However, the board need not close its eyes to faculty. We have a personnel committee on our board that works with and shares responsibility with our dean of faculty and helps in the analysis of applications in maintaining the quality of the faculty. But it does not meddle. It helps and strengthens the administration.

What, then, is the relationship of the board? Its first and most important responsibility is the selection of the president. Incidentally, this is not an easy task and it may well get more difficult. Dr. Good, our president, tells me that, of the thirty-four community colleges and technical schools in New York State, eight are looking for presidents. I hope this will not lead to unbridled piracy. It certainly will result in higher salary scales.

Remember the old saying: "There is always plenty of room at the top." It looks now as if it would be pretty lonesome.

A president should be the person whom the board believes can organize and operate the kind of community college the board wants. Or it could be, as was the case with us four years ago, the board had only a general idea of what kind of a community college would best serve our area and we needed a man as president who could present his ideas of what was needed and persuade us that his ideas were best.

Once selected and installed, with overall policy as to type of institution decided upon, the board should leave the president to his own devices so that he may, unhindered, accomplish his purposes and truly serve as the administrator of the board's desires.

This means, of course, that the board should give the president all the help and support he needs. But he should have freedom of choice, wide latitude in decision making, complete confidence on the part of the board, and assurances that his judgment will be upheld.

The board should be his board of directors like any successful industrial, commercial or banking enterprise in America. It should be a group to whom the president can always come in confidence, frankness and freedom for advice and counsel, where mutual, sympathetic understanding and willingness to assist is always the order of the day.

In turn, and these responsibilities are always a two-way street, the president should keep the board fully informed on all aspects of the college. The board should ask questions and ask questions and ask questions. They should learn everything they can about the college and its function for they are the ones who can and should (for this is their peculiar function and responsibility) interpret the college to the community, help build its public image. And, again a two-way street, to interpret the community's educational needs to the president.

"The idea of a lay trustee as a public agent is unique and precious," stated James A. Perkins, president of Cornell University, at the Conference on the Leadership Role of the Trustee, sponsored by the board of regents and its Advisory Committee on Educational Leadership, held in New York City, February 15, 1966. He pointed out that, in Germany, the rector or president of a university is rotated annually and that the real head is a custodian named by the provincial Minister of Education. In Japan, the vice-rector for administration is amed by the minister of education. The agents reflect government policy and political pressures.

"In America," Dr. Perkins said, "trustees reflect the public interest. They would lose their value if they served full-time. The different kinds of judgment represented on a board serve as a baffle to the hot breath of political necessity."

Monroe Community College was ably represented at this conference by one of our trustees, Vincent S. Jones, executive editor of the Gannet newspapers, who was one of the speakers. In reporting the conference in his newspapers, he brought back the findings of a study of trustees carried out by a staff under the direction of Fred H. Stutz of Cornell. A questionnaire was sent to the trustees of every public and private college in the state. More than half responded. The first report deals primarily with private institutions. A second report will deal with the special problems of the boards of public colleges.

From it comes this, and I quote from Mr. Jones' article:

"Trustees are legally responsible for the performance of a college but, as laymen, they are not supposed to run it. Their biggest job is to pick a president, as chief educational officer, then support him and see that he has enough money and staff to do a good job. The board must also interpret the college to the public."

Finally I must add what in my judgment is one more important factor in a board's good relationship to the president and his administration. They, all the board, must act as a unit, never on an individual basis. I do not mean that there should not be or will never be disagreements. Strong minded people cannot be expected to agree on everything. But action by the board should mean what it implies, that a majority has taken a position as the result of the democratic process. Perhaps I should clear my meaning by saying this in reverse. The board of trustees should never act individually. While one trustee may interpret the actions of the board to the public in accordance with board action, certainly one trustee should not presume to act for the board.

Let me sum up by reading to you some "do's and don't's" for board members as prepared by Clifton W. Phalen, chairman of the board of the New York Telephone Company and chairman of the board of trustees of the State University of New York. His large board oversees the system of fifty-eight universities, colleges, and institutions. Our Monroe Community College is one of them. And again, I am indebted to Mr. Jones for his fine reporting.

1. —Don't meddle or try to run the college.
2. —Don't act as an appeal board in administrative affairs.
3. —Don't get involved in the details of appointments and personnel matters.
4. —Don't be narrow in your concepts. Your institution is bound to broaden and change. Some of this will be hard to swallow.
5. —Do try to see your institution as a whole.
6. —Do keep informed. Ask a lot of questions.
7. —Do review the budget and investment policies.
8. —Do represent your institution to the general public. Americans distrust bigness. You should talk to groups, individuals, key citizens.
9. —Do participate in the development of long-range plans. If you can influence the institution's master plan then you're doing a good job as a trustee.

It's an honor and privilege to be a trustee of a community college. Problems and challenges lie ahead. Let's keep our feet on the ground in practical solutions and our eyes on the stars with our aspirations.

# BOARD RESPONSIBILITY FOR A CLIMATE OF CREATIVITY

By Jane Roberts, Chairman
Board of Public Instruction
Metropolitan Dade County, Florida

In the Florida system of junior colleges, county school boards are called upon to play a major role in the administration of public two-year colleges located in their areas.

It's rather an unusual system--and a complex one--which I won't try to explain at this point. I mention it now only by way of explanation in case you wondered what a public school board member has to do with a forum for junior college trustees.

As a county school board member for the past nine years, I've been closely involved in the development of our community junior college from its pre-natal days, and have worked during that time with an advisory committee whose duties are more or less the same as most boards of trustees.

From this vantage point, I've had a wide-angle view of the total situation surrounding the emerging college and of the efforts to create a climate of creativity. I think you will be interested particularly in the manner in which advisory committee and school board worked in double harness to achieve this goal.

Before going into what our board conceives to be its responsibility in establishing such a climate at Miami-Dade Junior College, I believe it may help put things into perspective if I first give you a thumbnail sketch of the community and its educational climate in general.

Dade County, Florida, is a sprawling, 2,176-square-mile metropolitan complex of 1.25 million residents, plus a large transient population of sun seekers. The Dade County School System has 208 public schools with 203,334 students. In addition, Miami-Dade Junior College, now in its sixth year of operation, has an enrollment of 16,981. The college presently operates a fully developed North Campus and two branch centers. Its second major campus, now under construction in South Dade, will be opened this year.

The public school budget for 1965-66 is some $144 million--which, even by today's standards, is a lot of money.

The rate of school growth is dramatically illustrated by a backward glance to 1956. There were then 114,000 students--slightly more than half what we have now--and, as for Miami-Dade Junior College, it was nonexistent . . . still four years away from birth.

Problems created by this extraordinary rate of growth were further compounded by the influx of Cuban refugee children following the Castro take-over. The board became deeply concerned about the impact that all this would have on quality. Would it unavoidably suffer? Could it be maintained in the face of overwhelming numbers? Unwilling to concede that quality and quantity were necessarily incompatible, the school board launched an intensive campaign aimed at securing and insuring quality education for the schools.

A Citizen's Committee for Quality Education was named. Its task was to review all aspects of school operation, analyze needs, define standards of quality education, and draw up guidelines for achieving them.

Among the recognized experts and consultants who were called in to guide and advise the committee was Eugene Youngert, who worked with the members all of one long, hot Florida summer.

Meanwhile, the board found itself the parent of a very husky new baby that just didn't know when to stop growing - Miami-Dade Junior College. As its original 1,300 students doubled, tripled, and quadrupled, we all began to feel a little as Paul Bunyan's mother must have felt as she watched her infant spring into an overnight giant. Our academic baby achieved a five-year rate of growth of 1000 per cent.

As I mentioned briefly before, there's really no easy way to summarize the Dade County School Board's role in the care and feeding of Miami-Dade Junior College.

As one of twenty-four public junior colleges in the state system of community junior colleges, it is governed through a meandering chain of command beginning with the State Board of Education. Also at the state level, a Director of Community Junior Colleges and his staff, together with the Florida Junior College Board, are responsible for administration and policy for the state-wide system.

At the local level, responsibility for individual colleges--such as Miami-Dade--is divided four ways among the school board, superintendent of schools, junior college advisory committee, and the college president.

The organizational structure of the system is, actually, something of a miracle, says State Junior College Director, Dr. James Wattenbarger, wryly. But the greater miracle, he adds, is that it works...and rather well, at that!

As far as Dade County has been concerned, it has indeed worked well. From the outset, there has been a remarkably harmonious and relaxed relationship between all agencies and individuals involved. Happily, they found themselves in agreement on basic precepts. Freedom and flexibility were unanimously deemed prime essentials for the fledgling college if it were to develop to its fullest potential.

They were firm in the resolve that the junior college should not be allowed to become grades 13 and 14--a sort of higher high school--rather than a college in the truest sense.

This line of thought led to the conclusion that the umbrella of existing school system procedures could not be expected to provide effective shelter for implementation of college level academic policies, standards, curriculum, or faculty recruitment and retention. Whereupon, it was

decided that the college should be granted a large measure of autonomy in these and other vital areas. Subsequently, a salary scale based on academic rank was established, provisions were made to afford the faculty a voice in policy-level decisions through a faculty senate, and an independent program of faculty recruitment and selection was adopted. Academic freedom was assured through a board-approved statement of policy.

The groups also recognized that--unless projections for future growth were badly out of kilter--a master plan for multicampus development was a must. They also shared the view that these campuses should be in architectural harmony with the South Florida sub-tropics ...most emphatically not shiny new replicas of traditional ivy-covered halls which would be forever ill-at-ease among the palms and poincianas.

For businesslike handling of finances with a minimum of red tape, a plan was devised whereby the annual junior college budget is prepared by the college staff subject to approval by the board. This has enabled the college to develop a five-year budget projection, correlating long-range financial planning with development of the master plan as well as enrollment projections.

Working together to construct this framework for college development, the group gradually evolved what has now become more or less an accepted procedural pattern for putting desired measures painlessly through required channels. It works something like this:

The advisory committee functions as the policy setting agency. Working directly with the president, this group initiates all major measures concerning the college and makes recommendations for school board action.

Their recommendations are referred by the president through the superintendent to the school board.

The board may exercise one of three options: pass, veto, or refer back to the president for further study or revision.

The workability of this system is reflected in the record of the past six years, during which time all recommendations from the advisory committee have, without exception, been given the school board's stamp of approval.

There have been a great many situations in which the close tie between the public schools and the junior college has proved mutually beneficial.

Last year, some 3,000 elementary school teachers had the mysteries of teaching the new math clarified through a televised course prepared and presented by junior college instructors. The course was aired over Miami's educational channel which is operated by the school board as an in-school facility by day and community network by night.

Schools and college have been working cooperatively also in the operation of one of the earliest of the now-proliferating poverty programs. Called the John F. Kennedy program, it was begun in 1964 to provide preschool experience, at the neighborhood level, for disadvantaged children. It was planned and programmed and is now being administered and staffed by a joint committee composed of school system and junior college personnel. The junior college also provides 100 J. F. K. scholarships for students who do college-supervised, course-credit work as interns in the centers.

In the area of curriculum development, Miami-Dade has been given a free hand and indeed encouraged to make innovations and to develop programs tailored to meet community needs.

One of these innovations was the nation's first Weekend College, which was begun last fall at Miami-Dade's Palmetto Center. With classes scheduled in three, three-hour blocks every Saturday, year-round, the Weekend College provides a complete two-year curriculum in one-day-a-week classes. Students taking two courses--or six hours a week--can earn an associate degree in three years plus one term.

It was planned especially to appeal to those people who find it impossible or inconvenient to attend either weekday or evening classes. These include housewives who have no baby-sitter except on weekends when the older children are at home; industrial workers who are too tired for night classes or who work the "graveyard shift," and others who live too far away for a nightly drive to the campus but who can manage one trip a week without hardship.

Even lunch breaks are put to use for the eager Saturday scholars. On the menu, along with soup and sandwiches, are planned--but highly informal--discussions led by visiting authorities in the fields of arts, sciences, government, or other topics of interest.

Another innovation which we also believe to be unique is a cooperative venture between the college and privately owned Mt. Sinai Hospital in Miami Beach. Under this arrangement, the college has agreed to assume responsibility for planning, staffing, and operating a center for nurses' education and other medically related technical curriculums in a facility provided and maintained by the hospital and located on the hospital grounds.

Especially through its technical and semiprofessional studies division, the college has identified with the South Florida business and industrial community. Numerous curriculums in specialized fields have been established to meet the educational needs of various industrial groups and organizations. To name a few:

1. Fashion design and fashion modeling programs were the result of the growing importance of Miami's garment industry.

2. Miami-based airlines' report of a critical shortage of pilots led to a pilot training program within an already existing aero-space program which includes technological studies and administration.

3. As increasing automation exerts a steady drain on the pool of qualified personnel, Miami-Dade's computer center holds data processing classes continuously from 7 a.m. to midnight to help meet the demands of local business, government and scientific organizations. Incidentally, the center is also used as a service facility to process records, payroll and such for both the college and the entire county school system.

4. Miami's hotel industry requested and got two-year curriculums for training of mid-management personnel in the fields of hotel-motel management and food service management.

The list stretches literally from crib to crypt--kindergarten management to mortuary science. The latter was established after representatives of that profession informed the college that a dire shortage of morticians was looming and that there was no educational facility for this sort of training closer to Florida than Tennessee.

With a murmured apology to Jessica Mitford, Miami-Dade launched a two-year curriculum in mortuary science - which proved to be quite an undertaking!

# TRENDS IN EDUCATING OF HEALTH SERVICE WORKERS

By Robert E. Kinsinger, Director
Community College Health Careers Project
The University of the State of New York

Identification of a trend in any field is a hazardous activity as many a bankrupt businessman can testify. Efforts to anticipate trends are often compounded of wishful thinking and highly unscientific spot checks. Even if enough substantial information has been gathered to warrant a somewhat objective analysis, the vagaries of people may well upset a well-developed case just one month after the facts are in. In the health field, we frequently do not have even quantitative data. This is particularly true of education and training for health service workers.

In spite of these difficulties, it is possible to identify with fair certainty several trends in the training of health service workers: trends that are developing as a direct response to changes in social and educational patterns and health service practices. Some of the forces at work are:

1. The knowledge explosion,
2. Increasing use of medical services and expanding health services,
3. Changing roles of ancillary personnel in the health field,
4. Development of a multimedia approach to instruction,
5. New concepts in the use of auxiliary personnel by professionals.

These forces have, in turn, resulted in several educational trends:

1. A process analysis approach to curriculum planning,
2. Recognition of levels of health workers,
3. Identification of the unique and appropriate contribution of a variety of institutions to education and training for health workers,
4. Innovations in providing clinical experiences for college students,
5. New efforts at interorganization and regional planning for education and training,
6. Greater use of the "core curriculum" concept,
7. Applications of multimedia to education for health workers,
8. Increased emphasis on counselor training for the health field,
9. Greater educational mobility for students between institutions, and programs,
10. New programs for teacher preparation.

It is particularly important that these trends be identified early and guided in a constructive way to avoid an unfortunate duplication of efforts and a confused overlapping of official and semi-official "standards" as well as jurisdictional claims and counter-claims. Within the time limit available, I would like to discuss some of these trends as they are influencing and will continue to influence education and training for health workers.

First, we must recognize that the traditional health team of doctor, dentist, and nurse can no longer serve, without assistance, the health needs of patients. There is no need to labor the point. However, to bring the picture dramatically up-to-date in terms of the magnitude of change in the composition of the modern health team, let me quote from the recent Coggeshall report, Planning for Medical Progress Through Education. "Once it took only one doctor to resign himself and the child's parents to the inevitable death of a "blue baby." It now takes a team of medical specialists and auxiliary personnel to correct the congenital abnormality of a baby's heart to insure the child a normal life span. At least fifteen persons, including four surgeons, are needed in the operating room for the repair of a congenital lesion of the heart. More than 100 medical specialists, nurses, and skilled technicians are involved in preparations for, and performance of, the operation and in the post-surgical care of the patient."[1]

Simply stated, the knowledge explosion has overwhelmed the health field, as it has so many other areas of human endeavor. It takes many more skilled hands to

1. Lowell T. Coggeshall, M. D., Planning for Medical Progress Through Education (Association of Medical Colleges: Evanston, Illinois, 1965), p. 26.

apply modern medical knowledge. The physician increasingly must analyze, plan, and administer services which are provided by others; others to whom he delegates in large measure routines carried out under his direction. Originally "others" referred to the nurse who was responsible for all paramedical services to the patient. The total environment, after the departure of the physician, was her province. What has happened to her original nursing functions, indicating how these activities are currently shared or completely transferred to other workers, might serve to remind us of shifting health service responsibilities and the consequent changes in educational requirements.

| Original RN functions and activities | Allied health worker now providing the service |
|---|---|
| Diet therapy | Dietician |
| Social service - related to disability, hardship, etc. | Medical social worker |
| Central supply service - cleaning, wrapping supplies, sterilizing, packs, etc. | Central supply technician and worker |
| Medical records maintenance of charts, records, discharges, abstracts, etc. | Registered medical record librarian |
| Recreation therapy - activities, games, amusements, reading materials, etc. | Recreation therapist and volunteers, candy-stripers, etc. |
| Rehabilitation therapy | Physical therapist<br>Occupational therapist |
| Operating room - scrub nurse, delivery room - circulating nurse, etc. | Operating room technician |
| Bedside nursing | Licensed practical nurse, aide, orderly, etc., volunteer |
| Nursing specialties: Recovery room, post-operative nursing care, monitoring devices, hypothermia, pacemakers, etc., oxygen tents, cannula, etc. | Inhalation therapist and Biomedical engineering technician |
| Employment interviews (for nursing service) | Personnel director |
| Administration (nursing unit) | Ward manager |

If other existing allied health professions are added to this list as well as those still emerging or anticipated, a vast and complex educational job is indicated. What approaches are being taken to expand the education and training for health workers? First, some of the most enlightened planners are undertaking a careful analysis of the skills and knowledge currently being demanded of a worker to function safely and effectively in each allied health profession. Constant review will be necessary because functions are wed to the art and science of medicine and these are continually changing. Not only must individual curriculums change as medical practice changes, but planners must be alert to demands for new categories of personnel.

Can the hospital continue to carry the major responsibility for financing, administering, housing, staffing, and planning for a broad and complex training responsibility? At one end of the occupational scale the answer is probably "yes." On-the-job education for aides, orderlies and others who are almost exclusively concerned with "how" and very little with "why," may continue to be the major responsibility of the hospital. The education of other diverse groups on the subprofessional level requiring formal education calls for large, professionally competent faculties, increasingly complex laboratory facilities, and massive financial support. In these instances, the education will probably move more and more into educational institutions; into the high schools on the assistant level, and into two-year colleges on the technical level. The hospital will become an extension of the college campus; the clinical laboratory.

A trend toward recognition of the responsibility of professional practitioners to utilize more effectively the skills and knowledge of technical personnel has been spearheaded by the dental profession. With financial help from the federal government, dental schools have instituted programs specifically designed to teach graduates how they can serve public health needs better through a careful sharing of appropriate functions with dental auxiliary personnel.

The Surgeon General recently highlighted this important aspect of health service. At the 1965 White House Conference on Health he stated, "Year by year, our top professional personnel are being trained to perform still more complex tasks. How long can each profession afford to hang onto its simpler functions - the routine filling of a tooth, for example, or the several easily automated steps in a medical examination? How can we train the physician or dentist to make full use of the skills available in other people, freeing himself to perform only those duties for which he is uniquely qualified?" [2]

The impetus for the recent trend to transfer training responsibilities from clinical agencies to educational institutions stems from economic considerations, the tendency of high school graduates to prefer the college setting for post-secondary education, and problems encountered by hospitals in recruiting and retaining qualified faculty. However, the specific innovation that has made the shift in educational responsibility possible is a relatively new technique for utilizing clinical agencies as extended college campuses or clinical laboratories.

An earlier relationship between colleges and hospitals called for paramedical students to begin with courses in general education and to develop their background in the physical and biological sciences on the college campus. The student, subsequently, moved to the clinical agency where he came under the tutelage of agency personnel. Here he was exposed to the occupational setting, gained specific occupational know-how, and practiced clinical skills on-the-job. The inevitable conflict between education and service frequently plagued the instructor-practitioners and hampered the process of student assignments for clinical practice. A more recent approach calls for occupational instructors (nurses, laboratory technologists, or whatever their field) to function as full-time members of the college faculty. These instructors integrate their teaching with the college humanities and science courses and accompany their students to the clinical agency to select appropriate clinical experiences for students. The college instructor takes full responsibility for supervising the student's learning experiences during the time that the student works with patients in the clinical agency. This arrangement requires a carefully developed and continually evaluated plan based on a written contract between the clinical agency and the college. The contracts vary with the institutions and the circumstances, but they usually are built around one key responsibility of the clinical agency and another central responsibility of the college:

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2. William H. Stewart, M. D., Education for the Health Professions (paper given at the White House Conference on Health, Washington, D. C., November 3-4, 1965, mimeographed).

1. The clinical agency agrees to provide opportunities for clinical practice and for observation on the wards and in the various departments of the agency.

2. The college agrees that its instructors will go through proper agency channels to make plans for observations and for clinical experience and that college instructors will provide all supervision and instruction required in the program.

Another trend, one of the most promising, is an increasing movement toward interagency and multidisciplinary planning for education and training in the health field. There are a number of encouraging examples. Plans are being formulated within the Department of Health, Education, and Welfare to convene interdisciplinary planning groups. A division of the U. S. Office of Education already has a standing. Advisory Committee on Health Occupations Education. The work of the National Commission on Community Health Services generated seventy recommendations regarding health manpower. Also extremely promising are two newly formed interorganization committees on health technology education: one between the American Association of Junior Colleges and the National Health Council and another between the AAJC and the National Council on Medical Technology Education. The AAJC and the National League for Nursing have had a similar interorganization committee for many years. Writing on "The Increasing Role of Paramedical Personnel" in the September, 1965, issue of The Journal of Medical Education, Dr. Robin Buerki states "It would seem that junior colleges across the country offer the most appropriate and the most immediate solution to the problem of training in specialty areas where shortages exist. Technical education in many paramedical specialties could easily be accomplished in a two-year curriculum which would also provide an opportunity for...liberal arts subjects."[3] In the light of this statement it is important to note that the first task the AAJC-NHC committee has set for itself is that of writing guidelines for the development of sound educational programs for health technicians at the junior college level.

In a few areas, regional study and planning groups comprised of employers, practitioners, and educators are providing a framework for mutual planning regarding education for the allied health professions. As I suggested at a recent conference, "without such an Allied Health Professions Regional Education and Training Council, or some similar organization, health needs of our citizens will continue to be poorly served by the existing laissez-faire attitude which forces each health agency and educational instiution to make a unilateral assessment of educational priorities and educational practices. Hospitals will continue to establish training programs in desperation when forced by crises created by personnel shortages. Colleges will establish or expand programs only when government or philanthropic funds are offered for a particular program or when an unusually persuasive professional association gains the ear of a college administrator or college board member."[4]

The development of a "core curriculum" at community colleges offering several occupational programs for health service technicians is a promising trend. Curriculum study groups have identified general areas of knowledge, skill, and understanding common to all health technologies. These commonalities constitute the basis for a beginning curriculum pattern for all students electing the health field. College instructors and facilities can be utilized with increased efficiency if such a health technology foundation program is offered to all entering students who think they are interested in the health service field. In addition to building a common scientific base for the technology they will study during subsequent semesters, students are introduced to a broad spectrum of career opportunities and assisted in selecting a specific career for which they have demonstrated interest, ability, personality, and character. "Core curriculum" students:

1. Become oriented to and gain understanding of health service resources,
2. Gain understanding of, and experience with, team relationships,
3. Become acquainted with health field ethics,
4. Gain beginning knowledge and understanding of pathophysiology and pathopsychology,
5. Gain an understanding of how diseases are treated,
6. Develop beginning skills in maintaining environments conducive to patient welfare,
7. Gain skills to achieve and maintain asepsis.

Recruitment is also simplified if students can be attracted to programs leading careers in the health field generally, rather than requiring them to make a premature choice of a technical specialty based on a less than complete knowledge of the fields from which they may choose.

Promising ways to stretch instructional talent have burst upon the educational scene in great profusion during the past decade. Programed instruction has been utilized in a number of ways for the education of health workers. At one extreme, programs have been developed for physicians on the diagnosis of myocardial infarction. At the other end of the scale, an elementary program for aids and orderlies teaches medical terminology by making extensive use of mnemonics.

Television has been employed imaginatively to provide for transportation, magnification, memory, trans-

3. Robin C. Buerki, M. D., "The Increasing Role of Paramedical Personnel" The Journal of Medical Education (September, vol. 40 no. 9, 1965), p. 852.

4. Robert E. Kinsinger, Role of the Allied Professions: Education and Training (paper given at the White House Conference on Health, Washington, D. C., November 3-4, 1965, mimeographed).

formation, associations, and image multiplication. New experiments in connection with clinical teaching promise dramatic instructional breakthroughs. Groups of hospitals, anxious to share master teachers in the process of upgrading supervisory skills of their personnel, are paving the way to more efficient use of the best teachers by using television for in-service education.

The most recent efforts to merge education and technology have called for applications of computer science to the problems of education for the health field.

An experience may be simulated and, through dialogue with the computer, the student can either be taught how to deal with the situation or be tested on his ability to cope with it. An example from an actual dialogue from a medical program will illustrate the point:

A hypothetical situation has been presented to the student and he must ask for various kinds of information in order to make his diagnosis. Note that he may ask for the information in the order that he deems correct. The following exchange occurs after a series of preliminary requests and responses: (The capitalized words are those of the student, the others are the computer's.)

COUGH?

Yes, developed yesterday.

BACKACHE?

No.

HEART EXAM?

Not enlarged to percussion but low-grade systolic murmur at apex. Otherwise normal.

ABDOMINAL EXAM?

Diffusely tender, splinting noticed in lower right quadrant and occasionally radiating to right flank area.

THE GRIPPE?

There's insufficient information for any conclusive diagnosis at this time. You're not being careful!

MUSCULO-SKELETAL SYSTEM?

Essentially negative, except for generalized weakness and aching.

EXTREMITIES?

Normal, except nail beds are questionably cyanotic but difficult to determine because of patient's skin color.

RECTAL EXAM?

You're not being careful! The patient is too acutely ill for rectal examinations.

LABORATORY REPORTS?

Fine. Which lab tests would you like to have done?

RBC.

A red count will be done. Results will be sent to you as soon as possible.[5]

Far out? Perhaps, but computers represent an important instructional trend. Computer terminals can be placed at convenient locations at any distance from the computer itself and be used at each location virtually at the convenience of the user.

Brief note should be made of the need for continuing education for high school counselors and others who are influential in steering potential students into the most appropriate educational programs for health careers. The Health Manpower Source Book divides the spectrum of health occupations into approximately forty categories, and the newly released Health Careers Guide Book subdivides these into more than 200 separate health occupations, including specialities and subspecialities. Even to keep moderately well-informed regarding these fields and the educational opportunities leading to these careers is a monumental task. There is a trend, only in its infancy, to provide regular in-service education for counselors regarding health careers. A specific example of

this trend is the two-week summer institute being planned by the Health Careers Committee of the United Hospital Fund of New York for this summer. Counselors from the greater New York area will be offered an opportunity to bring their knowledge up-to-date by working with leading educators and employers of workers in the health field.

Several educational groups are hard at work on plans for a program which will permit students, by means of examinations, to acquire college credit without regular college attendance. This new approach may help overcome deterrents to ambitious individuals who wish to advance themselves on the vocational ladder. In the past, colleges have found it difficult to grant advanced standing to health related workers who have received their initial training in other than collegiate institutions. A solution to this serious transfer problem may be in the offing.

The essence of collegiate education is the learning that takes place. It ought not to matter when or how the competence, knowledge, or skill is obtained if it is comparable to the achievement ordinarily developed by individuals who complete college courses in the field. To help colleges determine credit allocations for off-campus or out-of-course learning, a College Proficiency Examination Program has been established by the New York State Board of Regents.[6] The College Entrance Examination Board has recently created a Council on College-Level Examinations to develop a similar program on the

5. John A. Swets and Wallace Feurzeig, "Computer-Aided Instruction" Science (October, vol. 150, 1965), p. 574.

6. Adapted from College Credit for Off-Campus Learning, an unpublished paper by Norman D. Kurland, Director, Center on Innovation in Education, New York State Education Department, Albany, New York.

national level. The examining groups will not give credit -- this is solely a matter for the colleges -- but they will certify that, within the limitations of the examination, a level of performance above the minimum required for earning credit in courses has been demonstrated.

The complexities involved in these new college proficiency programs should not be minimized, but they offer at least a ray of hope to those now caught in the web of academic bookkeeping.

An even more important trend for promoting student mobility and institutional articulation is the development of programs in pre-technical education. The comprehensive high school, Cooperative Education Centers, and similar institutions are developing a unique role in the field of education and training for health service workers. In addition to establishing programs leading directly to employment at the aide and practical assistant level, they are becoming more and more interested in pre-technical education leading to college technical programs. Under this program, students enroll during their eleventh and twelfth year in a course of study which assures that they will have adequate prerequisite courses in physical and biological sciences and general education courses required for community junior college entrance to a health service technology program. During the last two years of high school, they learn beginning technical skills in the health field. The students are exposed to a wide range of health technologies through field visits to health agencies. In some instances, they are afforded opportunities to perform tasks at an aide level in these agencies. The pre-technical program coupled with intensive student counseling should provide a much needed feeder mechanism for health service technology programs.

There seems to be a trend away from the uncoordinated establishment of on-the-job training programs. Clinical agencies, forced by critical personnel shortages to prepare workers for needed agency health services, are tending to utilize common guidelines and teachers' manuals prepared by their own associations and by governmental bodies. Many hospitals have long used the standards provided by the American Medical Association's Council on Medical Education and Hospitals and by the National League for Nursing. They are now receiving additional guidance from materials and consultants concerned with in-service education.

Federal funds recently made available for these programs are sometimes tied to curriculum guideline stipulations. These directives have also provided in many instances for consultants who have in turn influenced the programs. An even greater influence in this direction may result from the recently launched American Hospital Association project to develop a broad national program of continuing education for personnel in the hospital field. This project is being carried out by the Hospital Research and Educational Trust.[7]

The Bureau of the Census identified 2.6 million individuals employed in the "Health Services Industry" in 1960. This was a 54 per cent increase in the decade between 1950 and 1960. Recent trends indicate even more dramatic expansion in the near future. However, it is clear that various categories of health workers are subject to differential growth rates. From the standpoint of education and training, it seems important to draw a distinction between two broad classifications of workers in the health service field: occupations that require the worker to provide a direct service to an individual, i.e., patient contact, and occupations that support the operation of health agencies and individual practitioners, i.e., institution and staff support. The emotional stability, maturity, and native sensitivity of candidates for patient contact jobs is of a different variety than that demanded of those engaged in housekeeping, business, laboratory, and supply functions for institution and staff support. Both categories are vital to the growth of the nation's health service capability. However, the distinction is important when planning for job development and training in the health field. The ill and otherwise handicapped are least able to defend themselves from inept service. Adequate education for those who will be entrusted with the health of their fellowmen, on whatever level, is seldom accomplished through short-term, cook-book, training activities.

The final trend I would like to discuss is the keystone of the entire educational arch and yet, sadly, it seems to have the least momentum of all. As Thomas Huxley observed, "It is much better to want a teacher than to want the desire to learn," but, even assuming motivation and intellectual curiosity on the part of students (a dangerous assumption), the heart of any educational effort is its corps of teachers. A wealth of clinical experiences, ready access to a fine library, and even exposure to practitioners worthy of emulation are only important aids to the central ingredient; the competent teacher.

Ambitious plans for a broad expansion of educational programs for health service workers have dealt with curriculum organization, financing, student recruitment, laboratory facilities, arrangements for clinical practice, and textbooks. Very little is being planned to build a trained corps of instructors. A few universities have undertaken programs, particularly in nursing, to enable an individual to shift his vocation from paramedical practitioner to accomplished teacher in the health service field. Objectives for these teacher training programs are based on the assumption that the trainee is a competent experienced paramedical practitioner. The composite goals of these programs are to enable the teacher trainee:

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7. An American Hospital Association project to develop a broad national program of continuing education for personnel in the hospital field carried out by the Hospital Research and Educational Trust.

1. To become familiar with the underlying philosophy and operating procedures of the educational institution in which he will teach,

2. To learn to use a variety of instructional techniques, i.e., lecture-discussion, demonstration, independent study assignments, audiovisual media, directed clinical practice,

3. To organize a curriculum in his field using all tools of instruction such as tests and measurements, library resources, a variety of health agencies for practice and observation, etc.

4. To bring his knowledge up-to-date in his technical field and add to his depth of understanding in this field,

5. To supplement, as appropriate, his general background in the physical and biological sciences and the humanities.

I end my discussion of trends under the rubric of teacher training, because it is central to all. Programs for identifying outstanding health service workers and preparing them as instructors must have top priority in any plan for job development and training. Without such a corps of teachers, energy expended on curriculum development, facilities planning, student recruitment and planning for financial support is misdirected. When the teachers are available the other facets of the problem tend to fall much more easily into place as we work toward the ultimate goal: a trained manpower pool to serve the health needs of all of our citizens.

# FORUM 1

## Evaluating Teacher Effectiveness

# EVALUATING TEACHER EFFECTIVENESS

That's saying nothing in a few words, old boy!

By John P. Agnew, Chairman
Department of Social Sciences, Pine Manor Junior College

The chief reason for my inclusion on this panel relates to my having been chairman of a committee which conducted a preliminary study of teacher evaluation.

A relatively uncomplicated questionnaire was prepared, asking three things: (1) What are the techniques currently used to measure effective teaching; (2) How could it better be measured; and (3) What suggestions would you make to help us in our search?

Six hundred forty copies of this questionnaire were sent to the sixteen junior colleges whose executive heads comprise the Commission on Instruction, American Association of Junior Colleges. Before summarizing these findings, I feel that, as a teacher, I should deal with two preliminary considerations:

First, let's think for a moment about "teaching" itself. It involves what the teacher is and does, not merely what the student learns, although learning - a continuing intellectual and emotional adjustment - is the objective of teaching. The rather archaic euphemism, "influencing behavior," is not good enough: propaganda can do that better than teaching.

At this point we should contrast teaching with production and marketing processes. Teachers are instruments of intellectual and emotional growth, developing the five S's = skills, selfhood, socialization, selectability (I'd prefer to use the term discrimination, but that has unhappy connotations; yet developing the ability to differentiate between things that are worthwhile and those which are tawdry or shallow is part of learning), and serenity (an increasingly important outlook in our increasingly complex and disturbing world). Teachers do not produce raw materials, or finished products, or even deal in services in the usual sense. Nor do they create markets, or consumer demand, or preferences. Theirs is not a craft, or a trade, or even an art.

Rather let us compare teaching with the medical and legal professions. The teacher must have a concern for the individual and his problems, rather than a mass-produced product. He aims at the development of the person's self, especially the mind, whereas the doctor and lawyer deal with his health and legal well-being. The hallmark of each is dedication and commitment to the student, the patient, the client. Our concern here is primarily teaching (and learning) at the level of the first two college years. Parenthetically, and as an entirely different question, I might ask: Will or should the educational profession continue the trend of feeding more college-level work into the secondary school experience, where young people

can indeed study the content yet still fail to gain the knowledge and wisdom sought thereby?

Second, we must consider various facets of identifying and measuring good (effective) teaching. This leads in two directions, which I wish to consider briefly. We must have a concern for improving the teaching that is done, so that an improvement in effective learning will occur. Here we must recognize our limited knowledge of what learning is; like a doctor, we often have to treat symptoms when we don't know causes and cures. And yet we must keep our finger on the pulse: are we teaching well, can we teach better? Unlike a minor objective often associated with organized labor - that of maintaining the job market - unless history reverses itself, our profession must acknowledge that the need for more and better teachers will continue to grow as the population continues to explode.

Let's consider teaching and professionalism. I think teachers should avoid tendencies toward excessive group-organization, and emphasize rather the teacher-student relationship, like the doctor's bedside manner. A preoccupation with "power" and prestige elements, in organization, in politics, in publishing, and the rest, can be just as deadly to a teacher's effectiveness as being intellectually in the horse and buggy days.

The second direction leads us to consider the teacher's responsibilities. The responsibility to himself demands that he keep up-to-date, both in his field and how he and it relate to the changing world. This means he must keep fresh in content but also in the ways of improving teaching. He must be a self-critic, not bogging down in content-detail (remember, no one will ever know all there can be known about anything.) Teachers must de-emphasize job security and re-emphasize the continuing search to give meaning to their role.

The responsibility of the teacher to his students requires that he keep open the flow of communications going in both directions. He should try to know what the students think of his teaching. He will treat the student as a person, at the same time making it possible for the student to see him as one. He should go more than half-way with his warmth, understanding, and concern, and especially with his firmness and demands that the student do his best.

Finally, the teacher's responsibility to his institution involves his professional competence in all its aspects. His institutional responsibility obliges him, for example, to point out weaknesses in the program or in the administration to the proper person, and not make it a subject of idle gossip and speculation with colleagues or students. And if the teacher feels (or is made to feel) he is not doing a good job, he should feel obliged to shape up or ship out; otherwise, his department head or dean must take action.

The findings of the questionnaire are here summarized. At each college, we urged that fifteen students be asked to participate, leaving twenty-five questionnaires for the president, deans, department heads, and faculty members. Of 640 questionnaires sent, we received 425 responses.

The present methods of evaluation most frequently used at present were: observation in the classroom, years of experience, number of degrees, student accomplishment on tests, student evaluation, intuition, and a follow-up of junior college graduates.

With reference to how better to identify and measure good teaching, observation, student evaluation, follow-up of junior college graduates, and faculty participation in the evaluation process were stressed.

As one student respondent put it in his comments: "How effective teaching is to be measured I don't know, but with all the other tests we have I am sure, the psych men, could devise one."

# OVERCOMING RESISTANCE TO TEACHER EVALUATION

SOCIAL 4

By Irene R. Kiernan, Director of Guidance
Fashion Institute of Technology

As administrators in two-year colleges you are aware of your private goal and public claim that the most important function of your college is teaching. Yet, like your colleagues in four-year colleges, you cannot scientifically measure the "quality" of good teaching. Nevertheless, each of you thinks that he can identify the good teacher, and I will assume that you can. Your ability to do so, however, probably does not exceed that of most students. Instead in some ways, your judgments probably reflect those of students. Experience with two-year college teachers indicates that they, too, play the game of judging the teaching competence of their colleagues. Thus, teachers, students and administrators evaluate teaching. What then is the problem of "evaluation," and why is there a problem?

The problem stems largely from the difficulty in attaining an objective definition and measurement of good teaching because teachers have resisted the process of evaluation as set up by many college administrators. One common form of evaluation is based on observation of teachers by administrators. Observation and rating of teachers usually precedes tenure and promotion, rather than being tools simply for identifying and improving good teaching practices. Thus, the processes of evaluation and of granting tenure and promotion have become identified, and resisted. Rationalizations for resistance to observation include the old cry of infringement of academic freedom; and since the supervisor often may have less teaching skill than the teacher, he cannot competently serve as an observer-evaluator.

I propose that if, in the short run, administrators encourage teachers to participate in the evaluation/observation process, then goals in teaching will be defined and set, and in the long run, improvement in teaching can be predicted.

Three principles of social psychology form both the core statement of the problem of resistance to evaluation, and the methods which direct us toward a solution of this problem. They are:

1. Back of all actions are basic motives which vary between individuals and situations. If teachers fear observation and evaluation, they will be motivated to obstruct these practices. Administrators can help teachers overcome this fear through a redirection of motives.

2. Status carries relationship connotations. It ranks high in the aspirations of many members of educational institutions. Therefore, status must be allocated with justice and with thoroughness and clarity of interpretation throughout all levels of the formal organization. Both status and motivation principles incorporate the principle of levels of aspiration.

3. An individual's level of aspiration functions as a regulator of success and failure, and a protector of his ego. The creative administrator motivates and stimulates the teacher toward improved practices and progress through helping him to assess his capabilities realistically and to take the responsibility of raising his levels of aspiration and his performance as close as possible to his potential.

First, the reasons why teachers may resist evaluation, as these problems are related to the fair allocation of status: Every group has institutional patterns which include an involved complex of statuses, roles, norms, values, ends, and relationships. Statuses are simply positions held in a group, such as the status of chairman, or that of teacher. Roles are the ways one is expected to behave in his status. Some statuses in themselves are valued highly, no matter how the role is performed. For example, the status of college president has prestige no matter how well or poorly the incumbent fills the role. Unfortunately, social circumstances do not grant the same prestige to the status of teacher in a two-year college. The teacher must obtain prestige for his status through performance of his role. Thus, from the outset, and through no fault of any administrator, prestige and status are allocated unfairly within the college setting, the very place where one would expect the status of teacher to be valued most highly.

The status of teacher may or may not be accorded prestige, depending on the teacher's performance. If the performance of the role is outstanding the teacher commonly is rewarded in the form of a "raise" in status—into that of administrator.

While the basis of this problem is mainly socio-cultural it can be minimized within limits in individual college systems. If the atmosphere and tone set by top administrators provides prestige for teachers, and guarantees symbols of status for teachers equitably with administrators, there will be a reversal of the trend for good teachers to leave the classroom for administrative offices.

The second problem involving the principle of status is in the socio-psychological field. Psychologically, conformity, mistrust, and hostile dependence increase as the gap between the power differentials of teachers and administrators widen. These unhealthy emotional attitudes are reflected in student-teacher relations and tend to be duplicated in large numbers of students. Communications theory and research confirm that in such circumstances messages from higher to lower status holders predominate. Eventually those in lower status judge the ideas and sentiments of the higher-ups fairly accurately while those in higher positions are relatively isolated and cannot judge the general breadth and depth of opinions of those in lower status. Teachers, therefore, with cause, reject not only the idea of being observed and evaluated by administrators; they also repudiate a faculty senate composed only of professors of higher rank than those being evaluated. Teachers know well that those in higher statuses are often out of

touch and out of sympathy with reality as they see it. When they are placed in positions of hostile dependence they often cannot fight back except through passive resistance - in this case, to evaluation. Successful administrators may overcome this resistance, by changing the process of evaluation to take account of this motivation. Motivation to resist evaluation can be redirected toward development of healthier realization of good teaching practices.

The most successful means of motivating all workers to do a good job, and then to set their levels of aspiration toward doing a better job, is to allow them to participate in all the decision making processes of the organization, when the decisions made will involve the individual's cooperation and behavior. A psychologist finds it embarassingly trite to underscore this old and well-known fact, until he looks into the college situation. How many colleges do involve teachers at all levels in the evaluation process? A limited survey of two-year college teachers reported that as mature, responsible professionals they advocate participation with supervisors in setting up goals for themselves in their teaching practice. They called to our attention that none of them have ever been permitted this kind of involvement in their own evaluation. And every one of them wanted to improve his teaching.

How could teachers participate in their own evaluation and use this process as a means to improve their practice? First, teachers must set their own levels of aspiration toward improvement in teaching on a yearly or semester basis. The goals they set up for themselves will then be discussed with supervisors, and any other resource people on the campus who can help them evaluate, first, the goals in themselves; and then how they can most efficiently be reached. Only in terms of the teachers' goals can observation have value. Observation and evaluation can be a two-way process. Teachers can be observed by supervisors and master teachers, and in turn, can observe them. Full and free discussion must follow all observations. Who will say that no supervisor who teaches could not also benefit from this process?

After the teacher and supervisor have set a goal and there have been several mutual observations and discussions, teachers and administrators in charge of evaluation should meet at planned and regular intervals to review the teacher's progress. Is he making reasonable progress in reaching his levels of aspiration? If not, why not? Does some lack in his own background and previous learning block him? Is something lacking in the college community itself? How can the administrator help the teacher overcome these weaknesses, wherever their source?

A written report, composed by both teacher and supervisor, will be helpful in clarifying the teacher's goals and progress toward them, the administrator's assistance to the teacher on his way toward improvement, and as evidence of the growth of both teacher and administrator.

Incidentally, this procedure is also an excellent means of locating teachers with particular talents and abilities latent but awaiting development. It also provides assurance for the teacher that his reputation at a tenure and promotion hearing is safeguarded, if he cannot be present. According to the principle of motivation through participation, the teacher himself should be present at all conferences which deal with his evaluation and status in the college.

When his fear that observation and evaluation may be reflected negatively and secretly in a tenure or promotion hearing has been removed, and when he has been part of the entire evaluation and observation process, his motivation will be directed away from resistance toward active involvement and responsibility.

Some administrators have problems in encouraging teachers to participate more actively in decision and policy making than they do now. The reasons why teachers do not participate are also based on problems relating to status and motivation but they are the subject for another paper. But administrators who truly want participation can be trusted to be creative in finding ways to achieve this goal, and thus to realize some self-actualization for themselves, too.

In summary: Teachers and administrators in two-year colleges agree that improved teaching practices must be developed and that evaluation will be involved in reaching this goal. Evaluation is an emotionally charged word. To the teacher, it often means that his very status in the college hierarchy is either really or symbolically under surveillance. His ego needs, the need for personal and professional growth, and for self-actualization can be enhanced or destroyed in the process of evalutaion. Therefore, in order to have a climate in which germinative teaching and evaluation can take place it is necessary to provide the means to protect and augment the status and allied prestige needs of teachers and to help them reach realistic levels of aspiration through teaching.

The function of the administrator is to supply the atmosphere which will motivate the teacher to reach his goal. One of the means available to administrators is that of enabling the faculty to be active participants in every step of the evaluation process. Solutions to the failure of teachers to participate in the evaluation process are custom-made for each teacher in each college setting. The socio-psychological principles of motivation, status, and levels of aspiration can be used by administrators in helping teachers evaluate and improve their teaching practices.

# STUDENT RATINGS OF FACULTY

By Ruth Churchill, College Examiner
Antioch College

What I have to say today may not be related to the topic of evaluating teacher effectiveness, for I want to talk about the student's perception of his relation to the teacher. I do not believe that student ratings are necessarily, or even generally, a measure of effectiveness in teaching, and I am not even sure that teaching effectiveness can be measured. What we should be interested in is effectiveness of learning and ultimately that is the responsibility of the student, stimulated and guided by effective teaching.

I am interested in students' perceptions of their relations with their teachers as inherently valuable. What the student believes is going on in a class is frequently very different from what the instructor intends to happen or believes is happening. Knowledge of the students' perceptions cannot help but contribute to better teaching.

In general, three reasons are given for gathering student opinion of teaching. Everyone accepts the first purpose: to help the instructor do a better job. To help the administration of a college do a fairer job of evaluating teaching is not quite so widely accepted. Too often student ratings are seen by faculty as punishments or rewards, to be used as bases for renewals of contracts, promotion, tenure. On the other hand, used wisely, student ratings may be one of the faculty's best protections against evaluation by gossip or hearsay, by the complaints of a few dissatisfied individuals. Another use of student opinion by administrative officers has nothing to do with individual teachers. Such ratings for many members of a faculty over a period of years can help a college ascertain the general teaching climate. For example, at Antioch we know that students are relatively well-satisfied with teachers' knowledge of their fields but not so well-satisfied with their stimulation of interest in that field. We know what the trends are over a period of years--lately new

faculty have been severely rated. Knowing these facts the faculty and administration can discuss them and plan means of improving instruction.

The last reason for gathering student opinion is one I have rarely seen mentioned, and that is the effect on the student himself. Making a rating and commenting on instruction in a course forces the student to come to grips with his expectations about his own education and what his learning means to him. It helps to turn him from a passive recipient to an active participant.

I am going to devote the rest of my time to describing how a system of obtaining students' ratings of teaching operates at Antioch, as an example of the process at work. The first point I need to make is that the decision to obtain these ratings was a faculty decision and that in personnel procedures in general--hiring, promotion, tenure--faculty and students have a voice. Therefore, ratings, even if threatening, were decided upon by the faculty originally, and their continuance is subject to faculty approval.

The most essential step at the beginning was to decide upon what characteristics are important enough to rate. Following Guthrie's work at the University of Washington, we went to the students and asked what was important to them. Again this procedure forces the student to think about his education; it also serves to increase involvement. It may be important also because there may be differences among colleges and student bodies in what is considered important.

At Antioch, we asked students in 1948 what was important to them and again last year. We were delighted to find that our students still list the same criteria as important. Remmers, whose publications on student ratings

cover a thirty-year span, has also given a list of characteristics students consider important. I would like to give you the two lists:

| Antioch | Remmers |
|---|---|
| 1. Knowledge of subject matter | 1. Presentation of subject matter |
| 2. Clear communication | 2. Interest in subject matter |
| 3. Emphasis on learning and thinking rather than memorization | 3. Stimulation of intellectual curiosity |
| 4. Awareness of student level of understanding | 4. Liberal and progressive attitude |
| 5. Enthusiasm for subject | 5. Attitude towards students |
| 6. Approachability | |

I think you will agree that the two lists have much in common and that despite the youth and immaturity of students the list of important criteria in teaching is not very different from one a group of effective teachers would arrive at. Incidentally, the only change at Antioch between 1948 and 1965 was the addition of a criterion related to flexibility of course requirements to allow the pursuit of individual interests.

A number of basic principles are observed in conducting the student surveys. They may be done either in class or by mail (always with a follow-up). Doing them in large classes permits explaining the purpose and the spirit of the survey to freshmen. (A student is selected and trained for the job of explanation.) Doing them by mail for small classes of upperclass students saves class time. The emphasis is on participation of all students--generally about 75 per cent do, with a range of from 50 to 100 per cent. Ratings and comments are regarded as confidential: no student's name is revealed unless he wishes it to be and all comments are typed. The comments are not summarized but they are edited to delete comparisons among teachers and an occasional malicious remark. However, while students' names are not revealed, all students are requested to sign their comments as evidence that they take responsibility for them. Finally, in the rating procedure, we emphasize to the students the need for making some comment which will be helpful to the instructor. We feel that these comments are the heart of the ratings; they help explain why an instructor was rated as he was and they reveal the range of expectations and reactions which are present in any class.

Unless ratings are used and used with insight they are worthless. And this is a step on which it is easy to fall down. In the first place, faculty, especially new faculty, need to be prepared for the ratings. A meeting with the new faculty to explain procedures, show them the forms, answer questions, take into account special factors, explain the use of the ratings is a necessity. This year new faculty hit upon a new device--having ratings of their own before an official one was made. Going through the process and finding out what it is like reduced their anxieties tremendously.

The reporting procedure itself is important: the forms used, the opportunity for an immediate conference with the dean who can help the faculty member interpret the results and who can ask the faculty member what the results mean to him in terms of his objectives. After all, student ratings are only one element. What are the instructor's goals as a teacher? How does he contribute to the academic community? What is his professional standing? Guthrie's work at the University of Washington gives evidence that these are all <u>different</u> factors.

Finally, there is need for follow-up--if an instructor needs help and wants to improve, how can he? Are there other faculty members who can advise him? Are there faculty seminars and workshops devoted to teaching?

Student ratings are not an end in themselves; they are only one part of a larger program to improve teaching.

# FORUM 2

## Federal Legislation: Specific Proposals

# A POSITIVE COMMUNITY JUNIOR COLLEGE POLICY FOR LAWMAKERS*

By S. V. Martorana, Executive Dean for Two-Year Colleges
State University of New York

Community junior college education, for the purposes of this paper, is defined inclusively and broadly as education of post-high school but subprofessional level and includes within the term community junior college all associate degree colleges, that is, colleges which offer the associate degree as the highest earned academic award.

Among the domestic social issues of our time the universalization of opportunity for education is clearly of very high if not highest priority. Persons with civic and political responsibility for leadership at all levels of government -- local, state, and federal--indicate by their words and actions that, while short-range attacks can and must be made to reduce the social ills created by such problems as poor housing, racial and religious discrimination, disbalanced employment, poor health services, and other types of existing civic and socio-economic inequity, the best long-range hope for curing these social diseases lies in an improved and expanded education for more of the nation's citizens. As a result, education today attracts a new attention and the general support of legislators of all political parties.

The generalization just made is evident in the record of educational legislation to expand the nation's schools. Localities (albeit with moans and groans in some instances) are passing bond issues and approving larger operating budgets, and states in general are recasting state-aid formulas and affirming larger goals in education. But most dramatic expression of a new commitment to education for more people has perhaps occurred at the federal level.

In the brief span of three years, 1963-1965, federal educational programs erupted from the relatively small programs created mainly by the Land Grant College Act; Smith-Hughes, George-Barden, and George-Dean Acts for Vocational Education; the program of aid for federally impacted areas; and the National Defense Education Act of 1958, to huge programs touching upon practically all levels of education and a wide range of types of programs at each level. The magnitude of change in federal involvement in education is driven home to us by a few statistical references. In fiscal 1964, total federal funds for education—including all federal agencies, among them the Department of Defense, the National Aeronautics and Space Administration, and the Atomic Energy Commission—came to $4.5 billion. In fiscal 1965, they rose to about $6.3 billion. Presently, in fiscal 1966, total federal funds for education amount to about $8.7 billion—nearly a two-fold increase since 1964. The major increase in these funds has been made in the U.S. Office of Education. In fiscal 1964, appropriations were about $700 million. They reached $1.5 billion in fiscal 1965, and now, in fiscal 1966, they will total around $3 billion—more than a four-fold increase in three years.

Within this wave of interest and concern for education in the land, the junior college came also into a new era of public notice. After World War II and especially in the past decade community junior college education leaped to the fore in action programs in education. Again, this is evident at all levels of government--local, state, and federal.

Perhaps the best documentary evidence of high interest expressed by state legislators in community junior college education is the annual survey of state legislation published by the U.S. Office of Education over the past eight to ten years. Year after year this report has recorded actions relevant to community colleges to be on the rise both with respect to numbers of states involved and the frequency of enactments completed.

All this attention to education in general and community junior college education in particular affords leaders in these institutions an excellent chance to formulate and advance new and stronger policies on their behalf. Faculties, administrators, and members of boards of trustees (both at the institutional and state levels of responsibility) find today an unusually opportune set of circumstances for positively influencing state and federal legislation in a way that will bring to community junior colleges new strength, recognition, and capabilities for educational service. But the favorable general setting in our current society represents only an opportunity to gain, not a firm assurance of demonstrable advances for community junior colleges. Translation of opportunity into accomplishment and concrete advancements will require a new and different approach to state and federal legislation and national policy formation from that which typically has been followed in the past.

Make a critical examination of the record of state and federal legislation pertinent to community junior colleges to date. Such a critical review is possible if you examine the periodic reports published by the American Association of Junior Colleges on state legislation affecting community junior colleges and if you examine reports on federal legislation such as those released by the American Association of Junior Colleges' Commission on Legislation. You will find, I believe, that efforts to advance the cause

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*Isaac Beckes, president of Vincennes University (a public community junior college in Indiana) and chairman of the American Association of Junior Colleges, Commission on Legislation, presented a paper, "Toward a Positive Philosophy for Legislation to Support the Junior College Movement," at the December 1-2, meeting of the commission in Washington, D.C. This paper and the 1966 convention forum at which it was presented were outcomes of President Beckes' paper and the commission's deliberations on it.

of community junior colleges constructively through the process of legislation is best described by the adjectives "piecemeal" and "expediential." With very few exceptions this is true of all of the states and it is certainly true of action taken at the federal level.

To illustrate the "opportunistic" or "crisis resolving" nature of community junior college legislative action, your attention can be called to just three state developments of recent years. Others could have been chosen but these serve the purpose at hand very well. The legislature in Ohio, for years, struggled to formulate a solid and meaningful community junior college program to serve the state's citizens but was able to accomplish concrete action only as recently as 1962, and then by passing three parallel acts that dealt confusingly with (1) local community colleges, (2) branches of four-year colleges and universities, and (3) local technical-terminal institutes. Wisconsin has "chipped away" at progress toward a statewide community college program by acts that appear to be random, for they are so diverse, as if the legislature were quite unaware that they all manifest action (however uncoordinated) toward expanding educational opportunity of the community junior college type. Over the past decade Wisconsin (1) enabled local governmental jurisdictions to provide capital physical facilities needed for the University of Wisconsin extension centers; (2) authorized area schools for vocational and adult education to offer programs leading to the associate degree and to grant such degrees; and (3) completely revamped the status of the old county normal schools. Perhaps most dramatically illustrative of the point I am making is the action of the Minnesota legislature in 1963 which created an entirely new statewide system of community junior college education by a very simple act. They did it by passing a rider on the annual appropriation act.

Work on the federal scene shows even less cohesive approach and coverage of community junior college education as a total, comprehensive educational program. Indeed, community junior colleges as a specific type of institution or community junior college education as an identifiable level of education in America did not appear in federal legislation until 1963. The Higher Education Facilities Act that became law that year carried a special section under Title I-undergraduate facilities guaranteeing aid specifically for "community colleges and technical institutes." Seven years of effort passed before the National Defense Education Act of 1958 was amended to recognize community junior college education specifically and that came only in one part when, in 1965, the program to strengthen guidance and counseling in public elementary and secondary schools was extended to include community junior college programs.

Fortunately, the picture is not all dark. There is a bright side, too, one which can be made ever brighter for the community junior colleges of the nation if leadership acts quickly, if the action taken is firm and soundly planned, and if it is persisted upon until the desired goals are reached.

On the brighter side of the picture of legislative planning for community junior colleges there is the apparently growing trend toward statewide planning to formulate complete systems of comprehensive community junior colleges. Here is positive policy formation and action at its best. Look, for example, at the obvious gains in community junior college education that have come out of the California Master Plan of 1960, the statewide plans for comprehensive community junior colleges in Missouri in 1962, in Illinois and Kansas formulated in 1964-65, and as recently in Pennsylvania and Connecticut. Such current statewide studies as the Mississippi Study of the Role and Scope of Higher Educational Institutions and the statewide study of community junior colleges in Washington are continuing the trend.

Another bright aspect of the subject is the work of the American Association of Junior Colleges and its Commission on Legislation. The Association's series of conferences on state legislation and the formulation of a model community junior college state general enabling act show the way for a more positive effort for leaders in all fifty states to follow.

Two handholds for a more positive effort in federal legislation and nationwide policy formation seem to be present. One is the obvious increase of interest and enthusiasm for community junior college education shown by such prominent senators as Wayne Morse of Oregon, Jacob Javits and Robert Kennedy of New York, and by such leading representatives as John Brademas of Indiana, Edith Green of Oregon, and Albert Quie of Minnesota. These spokesmen in the Congress are waiting for leadership in the community junior colleges to make known in specific terms the ways and means that federal legislation can further strengthen and extend community junior college educational services that are in the national interest.

And the fact that the national interest may be aided by ways other than congressional action brings notice of the other handhold for nationwide action that merits our attention. I am referring to the newly formulated nationwide interstate Compact on Education. If this organization is indeed going to influence "nationwide policy" regarding education, it behooves community junior college leadership to make certain that its positions, plans, and objectives are known, understood, and accepted. Fortunately for community junior college interests, the prime movers in the Compact on Education include such good friends as the former governor of North Carolina, Terry Sanford, and James E. Allen, commissioner of education for New York State.

At the present moment, however, if the question were asked and honest answer were made, it would have to be said that our approach to both state and federal legislation is fragmented and largely unplanned as opposed to a more desired cohesive and coordinated formulation. Before presenting a suggested platform for changing this negative observation, I wish to cite two special problem areas that need attack, if we are indeed to be positive in our state and federal legislative approaches. One is the difficulty community junior colleges are having in their relationship with other educational units in the field of vocational education. The other is the matter of accreditation of institutions and programs which is effectively excluding some community junior colleges from participation in a number of signifi-

cant programs established by recent federal legislation.

One of the key aspects of a community junior college program is its commitment to offering a wide range of occupational training for students who need and can profit from it, whatever the reasons for this may be. Yet the role of community-junior colleges in occupational education in relationship to other educational institutions (especially area vocational schools) under other public school auspices has not been clearly defined nor has it been sharply interpreted to legislators and the general public. Many of the required state plans for administering the Vocational Education Act of 1963, do not recognize the role of community junior colleges in this area of educational service. This is not the fault of the federal law which gives broad definition to educational agencies that can participate; it is a reflection of an incompiete or timid approach to formulating quasi-legislative educational policies concerning community junior colleges at the state level. I say quasi-legislative because the state plans for vocational education, once they are drawn up and approved by the state board of vocational education and approved by the U.S. Commissioner of Education, have the effect of law with respect to the administration of the vocational education program in the state. In my judgment, this matter is one of the most pressing in need of our concentrated attention and cooperative action for constructive change.

The influence of accrediting agencies on community junior college services as called for in state and federal legislation is another vital topic of the day. The negative effect on community junior colleges caused by outright exclusion of these colleges from definite mention in most federal laws, is compounded when the law calls for a form of accreditation which most community junior colleges consider disadvantageous to their purposes and programs. Best illustration of this is evident perhaps in the experience of recent years with respect to the specialized accreditation required for participation in the Nurse Training Act. Another more recent illustration is seen in the proposed regulations of the State Technical Services Act of 1965 (P. L. 89-182) which effectively exclude participation of community junior colleges regardless of the excellence of their technical occupational programs. This results from a narrow definition in the regulations with regard to the types of colleges which are eligible in the act and by the requirement of specialized professional program accreditation as a further condition of eligibility.

A Proposal—An Omnibus Community Junior College Federal Aid Bill: How can the several issues raised in this paper be resolved? One way could be to propose to and seek from the Congress a community junior college omnibus act that recognizes and gives support to the comprehensive community junior college as the key institution in a new educational level in the American structure of formal education. Rather than using the current piecemeal approach of a "guidance and counseling" feature under the N. D. E. A. amendments; or a "technical services" subtitle or a "nurse training" eligibility or a "vocational education" support program, (all of which touch on the occupational program offered by community junior colleges); or rather than merely having a part to play under Title I of the Higher Education Act of 1965, which relates to community development and improvement, (another strong commitment of community junior colleges) there could be a single federal act deemed and designed specifically for the community junior college level of education. Let us consider the possibilities of such a federal act.

Typically, federal laws are divided into subdivisions or "titles" to give emphasis and make special provisions for different parts of a larger legislative coverage. A community junior college omnibus act could have a half dozen or more such titles, five covering each of the major program commitments of a truly comprehensive community junior college and others to cover special developmental areas which can be accelerated by federal financial assistance. Thus, there could be a title to spell out support for occupational programs; another for liberal arts and science programs or university parallel curriculums; another title relating to guidance and counseling; one for community services and adult or continuing education; and another to support the institution's emphasis on general education for all students. Another could relate to financial aid for capital construction needed by community junior colleges and could be essentially what is now Section 204 of the Higher Education Act of 1963. Still others could deal with faculty development programs and the improvement and strengthening of state and local administrative structure and operations.

This proposition need not be thought of as a means of getting federal aid only for public community junior colleges. The act could spell out a way for private junior colleges to receive payments for providing instructional services in one or more of the program areas that have been described. Payments could be channeled either through a state-level agency or made directly by the U. S. Office of Education. Since most states have a state-level coordinating agency for the general supervision of public community junior colleges, aid to the latter type of institution could be from the U. S. Office of Education to the colleges through the state level community junior college coordinating agency directly responsible for these institutions. I would emphasize very strongly, however, that the community junior college omnibus act should clearly and boldly state a commitment and serve to preserve the integrity of two-year collegiate institutions. It should not be extended to include four-year colleges and universities, for the primary commitment of these institutions obviously is not to comprehensive institutions at the level immediately above the high school level.

Conceivably the act could give a greater impetus to the principle of comprehensive service of community junior colleges by giving a plus factor or bonus grant as incentive to junior colleges to make an institutional commitment to this type of program.

Some people may fear that the proposal of an omnibus federal community junior college act would lead to a loss of state and local control of these institutions. This development can easily be forestalled. Mr. Keppel,

formerly U.S. Commissioner of Education, and later assistant secretary in the Department of Health, Education, and Welfare, has said repeatedly that the federal government should be a partner in financing education but only a "junior partner." This could be assured by setting the federal government's financial aid at a lower proportionate level than that paid by either the state or the local supporting agency. For purposes of discussion at this conference and perhaps guidance to later action I could suggest a fraction of a fourth of total per student costs as a reasonable federal share.

All of this takes us to the matter of mechanics of or procedures for providing federal financial assistance through a federal community junior college omnibus bill. Obviously, such specifics will take much time and attention by community junior college leaders and drafters of legislation who have the necessary technical competence in these matters. Again for purposes of discussion, however, I shall present a very rough, illustrative scheme that touches only on the major program emphases of a typical comprehensive community junior college.

Let us establish a basis for student enrollment accounting, say the total student enrollment and program registrations as of the close of registration of the opening fall term of the college, (data which are much like those the U.S. Office of Education has gathered annually from each college for many years). From this basis there could be established and defined for each state and each community junior college within a state the total full-time equivalent enrollment and the total full-time equivalent enrollment in the major specialized classifications of institutional program: occupational, university parallel or transfer, and adult or continuing education. Allocations of federal funds could then be made to the states on the basis of some formula such as $300 per full-time enrollment in occupational programs (approximately one-fourth of current level per student costs to operate such programs), $220 per F.T.E. in transfer programs (approximately one-fourth of current level per student costs in these programs), and $25 per student in continuing education (this last defined in the same way that it is defined for purposes of allocation of state funds to community colleges within the state). Similar dollar amounts could be used as factors and related either to total enrollments in community junior colleges or to enrollments in particular classifications of students to letermine the federal dollar allocations to the several states. The title pertaining to capital costs could be a simple relocating in the community junior college omnibus bill of the current special section 204 of the Higher Education Facilities Act of 1963.

Here, then, is the positive approach to state and national policy formation as well as to related state and federal legislation. It professes support of the commitment generally accepted by community junior colleges that their services should be comprehensive and for all youth and adults of post-high school age who need and seek educational services that do not require four years or more of formal collegiate education. It would endorse and support the current commendable trend at the state level toward broad, statewide studies and related efforts to establish coordinate systems of community junior college education. Its presentation could be aimed at state legislatures and state policy formation bodies as well as at Congress, the U.S. Office of Education, and the new nationwide Compact on Education.

Many questions concerning its desirability and feasibility can, of course be raised. These properly should be raised by member institutions of the AAJC, by the officers and directors of the Association, and by others. On the last you need not fear---many will come forward to challenge the basic idea of an omnibus community junior college act. The time appears ripe, however, to pose the proposition and to face up squarely to the questions it raises.

Should this kind of thinking strike the favor of the American Association of Junior College's Commission on Legislation, members of the Association at large, and the community junior colleges over the nation, the American Association of Junior Colleges should seek to hire additional staff to work out the details of the idea. Obviously, much more detailed planning and much broader discussion of the proposition is needed before it can be acted upon constructively. A start in this direction has already been made at this 1966 American Association of Junior Colleges national convention and in the prior deliberations of its Commission on Legislation.

Whatever is decided with respect to the specific ideas presented in this paper, one thing is sure, there is going to be a nationwide policy concerning community junior college education. It is certain that this policy will in turn be translated into legislative actions on the part of the fifty states and on the part of the federal Congress. The question therefore is not whether or not there will be such a policy; but rather, who is to have a major role in developing it? The Association of State Universities and Land Grant Colleges, in its sphere of responsibility, has reacted to the Compact on Education by demanding a separate division within this new organization or an entirely separate compact for the formulation of a nationwide policy concerning higher education. Why not a comparable demand for a nationwide policy with respect to comprehensive community junior colleges from the American Association of Junior Colleges? Why not demonstrate this at the very highest level by a omnibus community junior college federal aid proposal? Perhaps the specific propositions set forth in this paper will provide a needed focus for discussion and, hopefully, for quick, constructive, and positive action.

# FORUM 3

## Computers and Colleges

# PLATO-- A COMPUTER CONTROLLED TEACHING SYSTEM

By Donald L. Bitzer, Associate Professor
Electrical Engineering, University of Illinois

Recorder's Summary:

The "Plato" teaching system utilizes, in addition to a medium-size computer, the following pieces of equipment:

1. Student stations consist of an electronic key set (similar to a typewriter keyboard) as a means of communicating with the central computer and a television screen for viewing information selected by the computer.
2. The electronic book is composed of a bank of slides prestored in a slide selector which is controlled by the computer. Information stored on the slides is the type normally found in a textbook or class notes.
3. The electronic blackboard consists of a computer controlled storage tube for each student station. Diagrams, symbols, and words are plotted in a point-by-point fashion on the student's storage tube.

The actual teaching process is governed by a set of rules called the "teaching logic." The experiments to date have explored two types of approaches: the "tutorial" logic and the "inquiry" logic.

In the "tutorial" logic system a student is presented with facts and examples and then is permitted to ask questions about the material presented. The student then can compose answers, and when he is ready, ask the system for a judgment.

In the "inquiry" logic a student can request information from the system, or it permits what is sometimes called a dialog between student and computer. The student directs his learning by composing his own requests.

One of the important "by products" of the use of the Plato system is the record of the student's performance that can be accumulated by the computer. This record is of great value to the teacher for instant analysis of student performance and review of validity and difficulty level of material presented, allowing for alteration of the program as modifications become necessary on a current basis.

The University of Illinois is currently using the Plato system in a "live" classroom environment in the following for credit courses: circuit analysis in the electrical engineering programs, Fortran programing for business and commerce students, and "How to Use the Library," with additional courses being developed.

It is felt by Dr. Bitzer that even though at present the Plato system and similar computer assisted teaching techniques being developed at other institutions are in the experimental or initial testing stages, the future of this type of teaching system looks very hopeful; especially with the ever-increasing sophistication by manufacturers of various terminal equipment and the advent of the "real-time computer."

Recorders:
Horace Graessle, Coordinator
Systems and Procedures, Junior College District
St. Louis - St. Louis County, Missouri

Margaret Wuller, Associate Dean and Registrar
Meramec County Community College
Kirkwood, Missouri

# AN EFFECTIVE SYSTEM FOR A JUNIOR COLLEGE

By Peter Masiko, Jr., President
Miami-Dade Junior College

The time has long passed when college administrators have had to decide if they are to automate their data system. The question to be answered is "how soon and to what extent can the management aspect of college administration be helped by the use of electronic data processing?" The need for information processing of the data available is so great that conventional methods cannot produce satisfactory results even with unlimited manpower resources.

In 1800, it was estimated the sum of human knowledge was doubling every fifty years; by 1950, the sum of human knowledge was doubling every ten years; and predictions are that knowledge will continue to expand; and by 1970, will be doubling every five years.

The use of computers has expanded at an amazing rate. In 1964, there were almost 25,000 computers installed and some 10,000 on order in the United States. By 1970, a predicted 52,000 systems will be in use--representing close to a $12 billion investment.

The effects of the use of computers as a result of the information explosion reach virtually every citizen in this country; and the applications include everything from recording our births, keeping statistics on our education, assessing our taxes, checking changes in our financial status, recording our achievements, determining our medical needs, to predicting what will be our span of life.

With the realization of the impact computers will make on society, just what is the junior college's responsibility to use this powerful administrative tool, and how should the curriculum be organized to provide young men and women with the knowledge and skills they will need?

Miami-Dade Junior College recognized the importance of this instructional area and developed a two-year program designed to provide programers and skilled machine operators. The need for computer instruction has been recognized by a number of academic disciplines, and numerous students enroll in one or more courses to understand how this new technology may be applied to their field of interest. Last fall, some 800 students, representing over 1,800 course enrollments, were attending classes in the computer center from 7 a.m. to 12 midnight, Mondays through Saturdays. As the college grows, the number served in the computer center is expected to double by 1970.

In order to finance the program and provide suitable modern equipment, extensive use is made of the facilities for administrative purposes. At the present time, fifty-nine administrative tasks are processed. Over 75,000 examinations were scored with test results analysis last fall.

The college's most recent use of a computer includes a real-time registration system capable of registering students at the rate of approximately 1,000 per hour. A computer program analyzes all registration data before registration day and notes any errors or exceptions in the master schedule information file. The events that occur during registration day are as follows:

A. A student ID card is collected with cards for each class he desires. These cards generate the following output:

1. Individual student data:
   a. A hard copy of the student's schedule,
   b. A pinpointing of any time conflict in the schedule, e.g., travel time to a second campus,
   c. A fee assessment card if no error is caught.
2. System data capture:
   a. An individual student record showing fees, personal data, and courses taken,
   b. The courses taken by all students are stored in sequence number form to be tallied later.
3. Statistical information available upon call by console operator:
   a. Number of students,
   b. Number of full-time students,
   c. Number of part-time students,
   d. Number of conflicts caught,
   e. Regular fees,
   f. Special fees,
   g. Total fees,
   h. Number of class cards counted,
   i. Number of student ID cards counted,
   j. Distribution of semester hours taken by students from one through thirty.

Events which occur at the end of registration day are the following:

A. A tally of each course by sequence number by department shows the load for each class. Responsible chairmen are notified about exceptionally large or small classes.

B. A listing of multiple student registrations is produced to show exactly where adjustments to the computer's figures must be made.

C. The room utilization report is produced from the course tally to indicate classes that will need to be moved to larger rooms, those classes that can be moved to smaller rooms, and those classes that have no student enrollments. In addition, a room that has two or more classes scheduled at a given time is clearly identified.

Events occurring after the close of registration day are:

A. The room utilization report is produced using data secured from the class roll summary cards. This report reflects the updating of room changes and canceled classes.

B. A class population report gives the distribution of the number of students and classes on campus from 6 a.m. through midnight for each day of the week. These figures are helpful for planning parking lot load requirements, bus schedules, cafeteria peak loads, and bookstore hours. Also evident is the faculty work schedule hours.

The college has on order a third generation computer (IBM 360) for June delivery in 1966, to increase the administrative capability of the department and to provide the students with additional facilities for instructional purposes.

When the South Campus (now under construction) is completed, a new computer will be installed to serve the expanded needs of students and faculty. This complex is designed to provide adequate administrative support for all of the college's centers and to provide the proper facilities and support all of the electronic data processing courses offered on this campus. The space has been planned to take care of the needs during the next five to ten years. In the next two to three years, we will witness the development and installation of large computers superior to anything we have known up to this time.

These machines will cost millions of dollars and will include huge memory banks, extremely fast central processors, and will operate under the control of master control programs. Computers of this type will form the basis for the first true multiple access system, frequently referred to as time-sharing. These machines will have the capability of providing many hundreds of users--located at remote sites--with effective, low cost, high volume computer power.

With such machines clearly in sight, Miami-Dade Junior College made an extensive study of equipment capable of supporting the type operations that will be commonly found in business, industry, government, and educational institutions.

It is important that the computer facilities be immediately accessible on the campus to the many users of this powerful tool. Computers will be used in the areas of business, mathematics, science, engineering, technical studies, social sciences, humanities, and communications to support instructional requirements in these areas. This will be possible because of the multiprograming and processing capability of the equipment ordered and the installation of terminals so located as to provide access to the computer without delivery of data to the area where the processor is installed.

It is anticipated this center will support any one of the numerous university and college information systems being planned by major manufacturers of computing equipment. Miami-Dade Junior College has supported seminars and institutes in electronic data processing, and it is anticipated such services will be provided in the future.

A work area adjacent to, but not in the computer room, has been provided to make it easy to support these seminars and institutes. The entire complex has been designed to operate twenty-four hours per day and at least six days per week. It is quite likely that the seventh day will be used as well.

University and college information systems are designed to serve the needs of major areas of college responsibility including student record administration, financial administration, and planning and development administration. With the further development of computer-assisted instruction, this center will be equipped to keep pace with the developments and support the programs that may be available.

The entire complex has been designed with flexibility in mind to accommodate multiprograming or time-sharing systems; provide low-cost administrative services; enable the instructional areas to use the computer as a powerful tool; train personnel for the electronic data processing industry, and support any college and university system that may be designed.

Computers are expensive to own or lease. They do not reduce current manpower requirements. They are indispensable, and when properly planned for, housed, and wisely administered, they can pay for themselves in time saved, in accuracy and speed in getting vital information, solving problems that cannot be solved by hand labor, in eliminating the need for continued expansion of clerical personnel, with attendant space requirements, and in assisting the college to demonstrate economy and efficiency in operation. Dollars saved in noninstructional services can be put to use in the instructional area.

At Miami-Dade, the director of the computer center has a high administrative status, newly appointed to vice president. A top-level task force, representing the major areas of the college is currently making plans for the next ten years of computer requirements, and a larger group representing all service and instructional areas, establishes the priorities for all projects submitted to the computer center.

As our capacity for service grows, the demand for service also multiplies. A coordinated and centralized control arrangement enables us to resolve administrative problems regarding utilization of computers more effectively than apparently is the case in other college situations in which more computers are available, but there is no central administrative structure to coordinate their use. This hardware must be fully used, for instruction and other production activities. It cannot be allowed to be idle but it takes strong administrative leadership, plus imaginative analysis of all college tasks and problems, to keep these unbelievably fast computers fully occupied with worthwhile assignments. The computer is in our future. Let's be prepared for it!

# THE PROPOSED MANPOWER AND TALENT CLEARING HOUSE

By George E. Arnstein, Project Director
MATCH, Association for Higher Education

The topic is so vast that I am glad there are four of us to cover it, and even so, I doubt if we will be able to do justice to all of it. There is the application of computers to the teaching-learning process (teaching machines and programed learning); there is the use of computers in education (through educational data processing) and in information storage and retrieval; there is the social impact of automation (technological change, including computers) which has occupied much of my time in recent years when I was with the Project on the Educational Implications of Automation of the National Education Association; and finally, there is the use of the computer as an administrative tool.

Even in this last area the applications range from class scheduling to student personnel records, from payroll and accounting models and simulation used for forecasting, and, of course, the problem currently under attack: the use of computers to match men with jobs, which is my topic here.

Before I get into some of the details, let me note two other items. The first one is facetious and it harks back to the teaching machines which I am not going to discuss today, but it does give me an opportunity to recite my favorite limerick:

> The latest word from the dean
> in praise of the teaching machine
> is, that Oedipus Rex
> could have learned about Sex,
> by himself, without bothering the queen.

So much for teaching machines (or, if you prefer, so much for deans). Next, more seriously, there is a quotation from an unidentified judge which I would like to read to you. Though you will recognize it to be British and I will tell you that it is about seventy years old, it still is relevant today:

> The government are very keen on amassing statistics. They collect them, add them, raise them to the nth power, take the cube root and prepare wonderful diagrams. But you must never forget that every one of the figures comes in the first instance from the village watchman, who just puts down what he damn pleases.

We still have this same problem today, although we have a more elegant or modern way of saying it. Systems analysts describe their problem as GIGO, which stands for "Garbage In, Garbage Out," a pithy way of saying that the computers will perform admirably but that they will manipulate the wrong data in such a way as to provide wrong answers more quickly than ever before. My point, then, is that the use of computers depends on the quality of the input and the human decisions which govern the design and use of the system.

The project which I am heading is the Manpower and Talent Clearing House which produces an acronym--MATCH (as long as you spell Clearing House as two words). In fact, MATCH does not exist as a functioning system for we are currently funded only for a feasibility study under a grant from the Esso Education Foundation to the Association for Higher Education. Can we design a system which will inventory vacancies -- and their descriptors--and stockpile biographical data on professors and other professionals so that they can then be matched by computer?

The answer is yes. What is much less certain is the question of whether this kind of a system will be accepted in education, especially in higher education with its relevant and proper concern with human characteristics, with finding the right man (or woman) for the right job.

There is not enough time this morning to cover all of the difficulties nor all of the expected advantages. Somewhat immodestly I'm going to refer you to an article in the November, 1965, Phi Delta Kappan entitled "MATCH: Square Pegs for Square Holes."

I do want to take a few minutes to cover the question about the "human" factor, the problem of the computer as an inhuman beast and how it can possibly do a good job, or a better job, of finding the right candidates for the right jobs. I am firmly convinced that the inhuman beast, in fact, can do a better job than our traditional methods. Let me review very briefly how we now accumulate a list of candidates.

Most of you get letters or calls asking you to recommend somebody to fill a faculty position or a deanship or to head a project. I have done a bit of sampling and it seems that all of our memories work in a similar fashion: We think of our relatives (of whom few qualify, even remotely). Next we think of friends and colleagues, many of whom may come reasonably close. In fact, we probably got the inquiry in the first place because our friends and colleagues may be suitable. And then we search our memory for whatever else we can come up with.

Our list of nominees is likely to be short, in part because our memory is imperfect. I have had the embarrassing experience of reopening my list, of adding a name or two, just after I looked at the morning mail which contained a letter or an article by somebody whose name had escaped me but whose timely mailing jogged my nerve endings.

Others, with whom I have discussed this matter, report similar memory joggers -- an unexpected visit or telephone call from somebody they should have nominated on the basis of his qualifications or merits, or an old friend who confided that he might be available. Availability, of course, is usually couched in careful jargon: It isn't that he is being fired but that he is looking for a new challenge; it isn't that he wants more money but that he is looking for an opening offering greater public service. Leaving aside the rhetoric, we do know of people who are "available" or "movable."

That, then, is one way of accumulating a list of candidates. The other way is to call the college placement officer (or several placement officers or professional body snatchers or snatchers of professional bodies). He too will use his memory; in addition he will ask one of his clerks to look through his file and in a very few cases he may press a button on his computerized information retrieval system. His memory, of course, is imperfect, just like yours and mine. His clerk may run out of patience and have her mind on the next coffee break. And his computer ought to be just right, except that it is a localized operation instead of a national network. After all, we are talking about higher education where the market is nationwide and where the search ought to be equally broad.

Anyway, by now you should be aware of the point I am getting at. A computer, with proper input, should be able to deliver an objective, meticulous, and thorough search. It can be programed so that it will search only for the best man regardless of his availability or lack thereof. The important thing to remember is that a computer has a longer and better memory than human beings, that its input is imperishable until it is instructed to purge itself.

It is just barely possible that you may have noted that I have not used the word "placement." This is deliberate because we do not propose to establish a placement service; we do not propose to make judgments about the quality of the candidates you -- and others -- may want to consider. This decision making process we will leave to you or those you designate. No, we hope to establish a national, voluntary, manpower inventory so that we will know, as a nation, what talent we have and so that we can identify and locate professionals with relevant qualifications. Beyond that, further action is up to you.

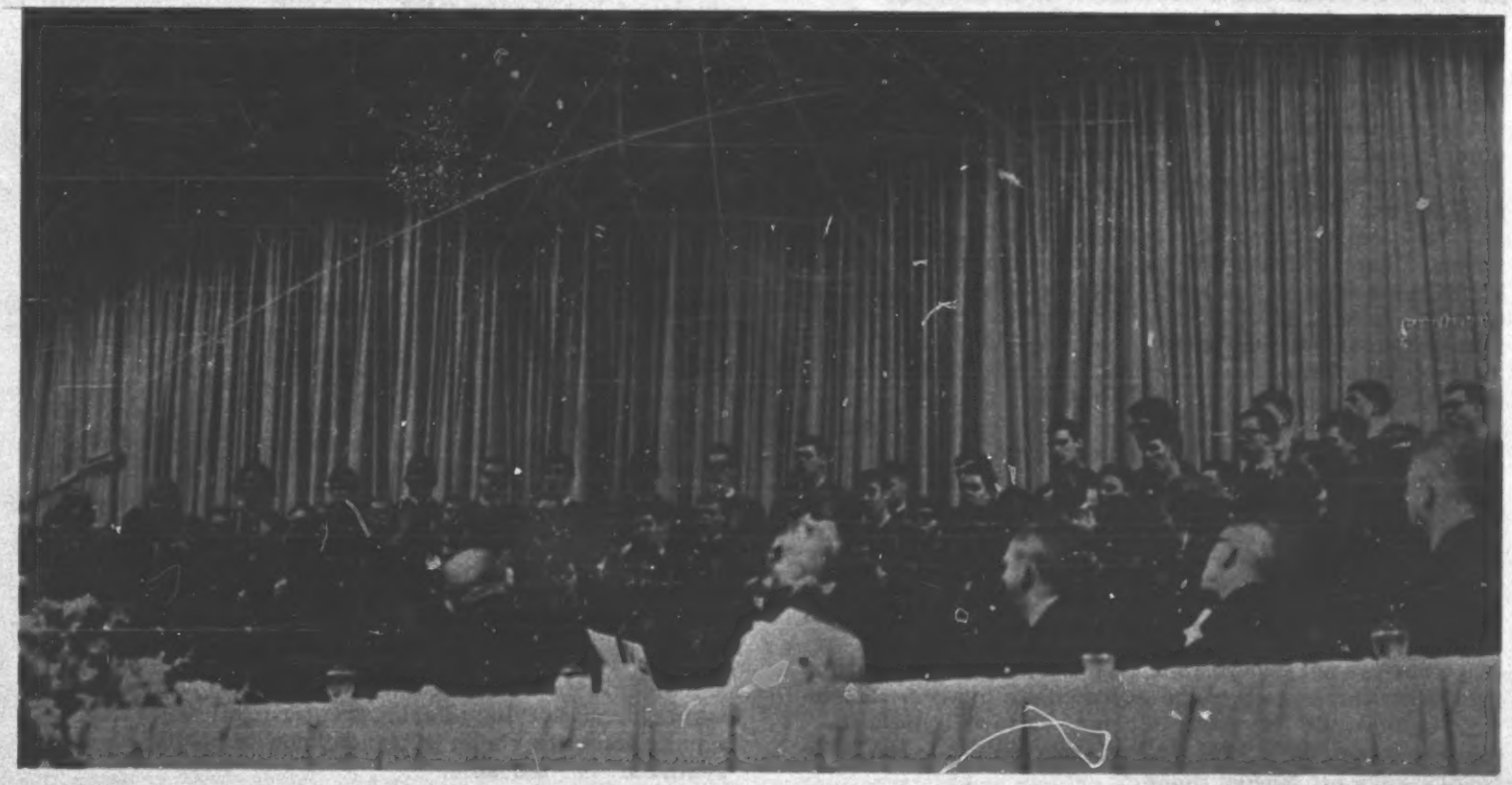
Employers will have to be educated to use this system, for one of the tricks will be to define the man and his talents as realistically as possible. I suspect, for example, that we tend to put down the Ph. D. requirement almost absent-mindedly. Do we really mean Ph. D. or do we accept equivalents such as doctor of education or doctor of science? For that matter, will we settle for an M. A. or M. S. ?

That example is enough to give an idea of the ramifications which will grow out of a system we hope to design. I cannot, in all candor, tell you if we will actually launch it, or when we will start operations. I can't even tell for sure whether it will be sponsored by the Association for Higher Education, or, more likely, by a coalition of organizations or a new nonprofit service corporation. I do know that there are no electronic obstacles. IBM uses a system like that within the corporation and so does General Electric. The federal Civil Service Commission is investigating the possibilities, and the report of the National Commission on Technology, Automation and Economic Progress just last month called for a computerized system of matching men with jobs. (The commission also called for a fourteen-year education system, as John Mallan has reported to you in AAJC's Federal Affairs reporting service).

In higher education, on a very limited basis, the educational placement officers, through their association, are about to launch a computer-based service which will expand their base and may eventually become nationwide, although it seems to be limited to active candidates.

I am happy to report that the reception we have met so far is basically favorable -- not unanimously and not immediately, in part because it takes time to understand just what MATCH will be like. Ironically, I don't know all of the details because we keep changing them. We have been exposed to questions and suggestions and criticism and they have engendered several modifications of MATCH which offers, to my way of thinking, an exciting new alternative to an old problem. It should make it possible to use our human resources more effectively, to ease the tasks of employers and talent scouts, and it should provide greater fulfillment to the professionals who will have a better chance of finding the kind of job they really want. And all of this because computers are the witless beasts which will do what they are told and do it vigilantly and competently.

Computers also can do some other things, and I suspect the next speaker will tell you about that.



# AUTOMATED TECHNIQUES FOR MASTER SCHEDULES AND STUDENT ASSIGNMENT

By Charles W. Elliott, Supervisor of Computer Sciences
McDonnell Automation Center, McDonnell Aircraft Corp.

The preparation of the master schedule and the individual student schedules is a problem that all schools from the secondary to the university level face today. As the schools grow, both in curriculum offered and the number of students, space becomes more of a problem which in turn complicates the scheduling problem.

Computers have been used to ease the scheduling problem for some time and more recently to assist in the construction of the master schedule. Secondary schools have utilized scheduling more than the college due to more restrictions on the students' and teachers' time. Also, the utilization of the facilities is usually much higher which makes scheduling more restrictive. Pre-registration is almost always done at the secondary level, whereas it is not at the college level. This problem is being solved at a few campuses by using a computer in a real-time situation. Typewriter consoles are provided in the registration area that are connected to a central computer where the scheduling program is residing. It is not necessary to have the computer totally dedicated to the scheduling program if a multiprocessing environment is being used. The scheduling program will be called only on demand. The student and his counselor then decide on his requests and the information is sent to the computer which in turn will send back a printed schedule.

If a schedule is not possible or if classes are filled, this information is noted so changes can be made and a satisfactory schedule provided. At the present time there are very few installations with a multiprocessing environment and, therefore, a pre-registration is done so that all students can be processed at one time. This process does have certain advantages for it becomes evident that certain classes on the master schedule should be dropped, and others added. It also may be necessary to change the time that certain classes meet to facilitate student requests. Computer scheduling is a proven saving of administrative and clerical time, but it should also give much better results in meeting the desires of all of the students. There are always a few students who figure out how to beat the system and manage to get their classes at the times they want and the teachers they want, and these students may suffer with computer scheduling but the great majority should benefit. Additional benefits such as better class balancing should also result. One of the major benefits is a benefit of any data processing application, and that is when the data is gathered and the results produced many side applications can be performed with the same data and results at very little cost. Thus, class lists, fees and grade reports are a natural outgrowth of the scheduling function.

The construction of the master schedule is a much more difficult problem to solve. No program exists today that will find the unique best schedule, for the problem is too big for present day computers. A program is available that uses tested algorithms along with human analysis to achieve a solution. Several runs on the computer are usually necessary before a satisfactory solution is found. Human analysis is necessary at the end of each run for the solution will only be partially completed. Some classes will have rooms but no instructors, others will have instructors but no rooms, and others will not satisfy all of the student requests. The reasons for these conflicts will be shown and decisions will then be made to switch the use of a room or an instructor, to provide other time meetings, or possibly to relax some of the restrictions. It is apparent that these are administrative decisions; they can be assisted by an experienced consultant but the decisions must be made by the administrator. As mathematicians and computer consultants we strive to develop techniques, and eventually a program, that will provide a unique solution. Eventually, I am sure, we will attain this goal. I sometimes wonder whether this will be good because then the administrator will lose the complete understanding of what is in the schedule. It has been stated that the master schedule is the only bulwark standing between the administrator and chaos. The present available programs force the administrator to get involved in building the schedule and, thus, he will still have an understanding as to what is in it.

The university may not concern itself too much with an efficient master schedule especially at the junior and senior level but a junior college must. All colleges are faced with a greater demand of students wanting to enroll. Present facilities must be expanded or possibly a new junior college is being planned for the community. Building programs are expensive, so if present facilities can better be utilized or if efficient facilities for a proposed campus can be planned the whole community will benefit.

Every school has the same resources and the same problem to solve. The resources are the rooms, instructors, and the students. The problem is how to schedule these rooms, instructors, and the students within the framework of the curriculum so that all, or most, of the many constraints are satisfied.

This problem is the construction of the master schedule. The master schedule specifies the time each class will be held, the room where it will meet, and who will teach it. The measurement of a master schedule is how well it satisfies the requests of the students along with the demands of the rooms and instructors.

Let us see how this can be used to plan a proposed campus. First, the resources of the school must be detailed. The desired curriculum of the school must be determined and then the proposed number of students in each area of the curriculum. From this sample, student requests can be generated that will hopefully exemplify the student body as it will be at some point in time. Decisions must also be made as to the desired meeting times for each subject. By this, I do not mean that the

exact class meeting time is specified, but only that the length of the class meeting and the number of the meetings is specified. Next, the various types of rooms and the number of each must be determined. You might comment that this is what you want to find out. This is true but it is necessary in all simulations to have some base to start with. The specifications of these rooms and what they are to be used for can be determined by various means but usually there is historical data to at least predict the needs. The last resource, instructors, may be left out of the study altogether, or possibly brought in only after the other problems have been solved.

We are now ready to approach the computer for help in solving the problem. We will see that some rooms are used very little and some not at all. Other rooms will be overused. We can now begin to change our original plans; remove the unused rooms, add new rooms, and possibly use rooms for other subject areas than originally planned. The St. Louis - St. Louis County Junior College study showed that fewer rooms than were originally planned were necessary to achieve the desired utilization. But it also became evident that some changes in the use of these rooms could improve the results. As an example, elementary language courses were shifted from large classrooms to standard classrooms, engineering lectures were shifted from laboratories to large lecture halls and social science courses were shifted from lecture halls to large classrooms. The need for many other changes became evident throughout the study.

The approach to an existing school would be somewhat different. All of the necessary data is known so it is just a matter of gathering this data and putting it into a machine sensible form. Two approaches can be taken. The master schedule can be recorded as it exists and then statistics can be gathered to show the present utilizations. Another way would be to record the data as requests and then attempt to generate a schedule. This schedule should be similar but hopefully it would make better use of the resources. An analysis of the schedule will indicate where students can be added. Sample students can then be generated which will have various combinations of requests. Additional runs can then be made to test if these additional students can be accommodated. The results will give the number and types by curriculum of the additional students that can be added without an increase in facilities.

If a building program is proposed or underway, it will normally take place in phases. As each new building becomes available the use of it along with the vacated space must be re-evaluated as part of the total space. The various ways that this space may be used can now be tested to see which proves the most useful. This study should help to decide which buildings should be constructed first and also assist in the changing utilization of the new buildings along with the old.

In the next few years vast amounts of money are going to be expended to add to existing facilities and to build many new ones. I believe that utilization studies can be used on existing campuses to increase efficiency and that new campuses can be better designed with a tremendous savings in cost.

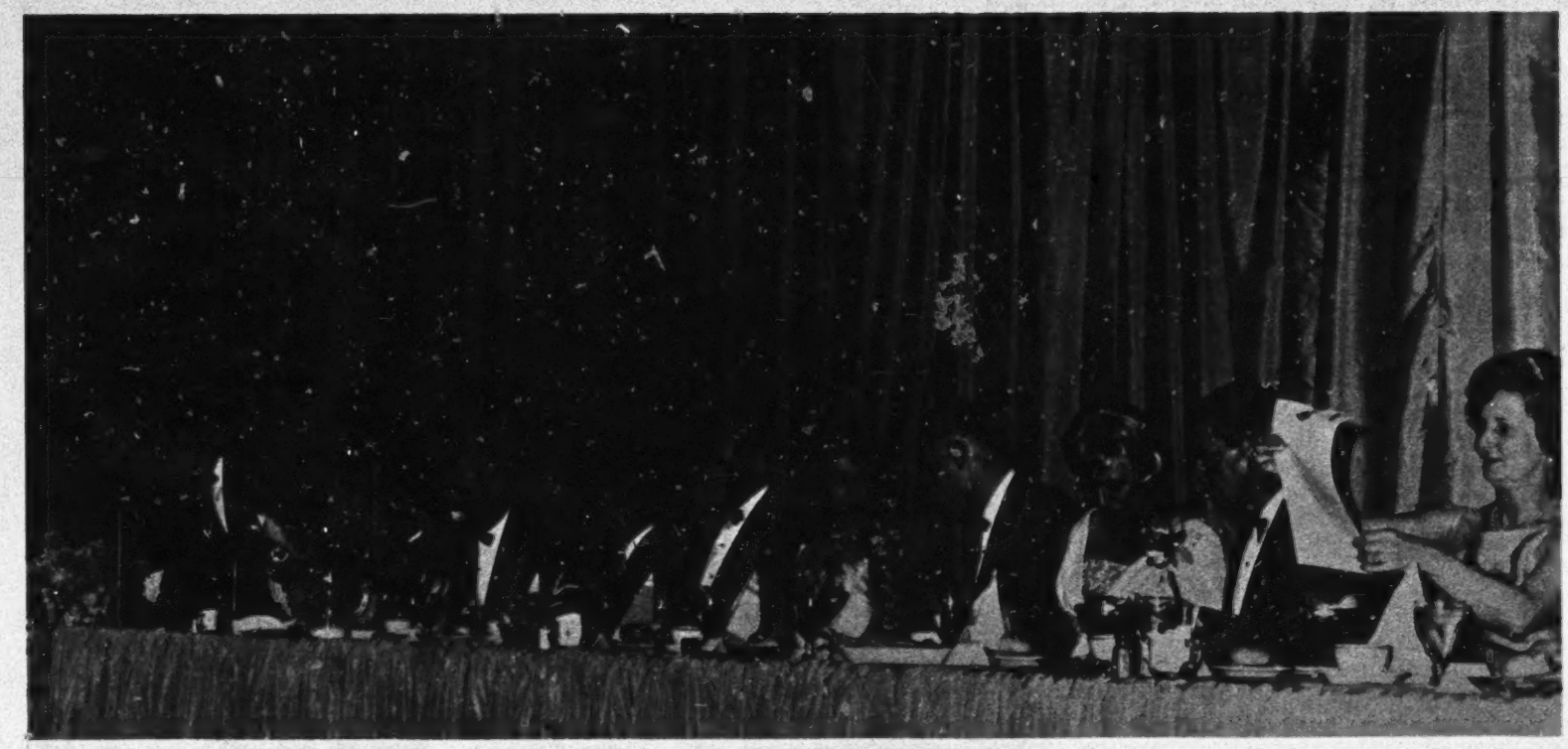
# SUMMARY: COMPUTERS AND COLLEGES

By Theodore A. Koschler, Vice-President
Director Computer Center
Miami-Dade Junior College

Recorder's Summary:

As a result of the presentations made at the AAJC forum on Computers and Colleges, the following general conclusions may be reached:

1. We are in the computer business, and it will be necessary for junior colleges to make plans for a complete utilization of this equipment.
2. The economics must be worked out so that the administrative cost is not excessive and the staff required may be supported.
3. In order to insure success, there needs to be complete administrative participation and support.
4. If the necessary equipment can not be secured, it is possible to contract for the service and develop a satisfactory system.
5. Our educational responsibilities must include the use of the computer as an educational tool and should find use in the majority of our educational programs. C.A.I. (Computer Assisted Instruction) is here and in order to make it practical, we need to work out the economics involved and explore the possibility of working together to develop the necessary programs.
6. With the introduction of third-generation equipment, a total computer complex support plan should be established.
7. The ultimate solution as viewed at the present time will exist when we are able to identify student requirements, campus facilities, faculty capabilities, and special institutional requirements, placing all of this information in computer storage, programing computers to produce ideal student schedules and satisfactory faculty assignments.



# FORUM 4

## Strengthening Student Personnel Services

# THE NATIONAL STUDY FOR APPRAISAL AND DEVELOPMENT OF JUNIOR COLLEGE STUDENT PERSONNEL PROGRAMS

By Max R. Raines, Associate Professor of Higher Education
Michigan State University

Last December the Committee for Appraisal and Development of Junior College Student Personnel Programs submitted its final report to Carnegie Corporation. We have provided you with a mimeographed copy of the table of contents of that report, as well as a very brief résume of the report presented in the February issue of the Junior College Journal.

In the foreword of that report, the chairman, T. R. McConnell, made the following observations:

> Community colleges have assumed the enormously difficult task of educating highly diverse student bodies.... It is obvious that these institutions must provide highly differentiated educational programs. It should be equally clear that if students are to choose wisely among many different courses and curricula leading to a variety of future careers, they must be assisted in identifying their abilities and aptitudes, in assessing their deficiencies and their potentialities, and in rationalizing their aspirations.

McConnell also observed that the moment of career choice is shifting from high school to the community college. He continued his observations, as follows:

> ....the community college is rapidly becoming the great distributive agency in American education. Here the student can make a fuller and perhaps more accurate inventory of his characteristics; test his aptitudes and interests in the classroom, the laboratory, or in work-study programs. Here he can revise his vocational and educational plans by bringing them more nearly in line with reasonable expectations. Here he can establish his identity and at least begin to attain the independence that characterizes individuality and adulthood. The Committee on Appraisal and Development of Junior College Student Personnel Programs believes that the student body is likely to do these things effectively only if the college recognizes the process of self-discovery as one of its principle purposes, and if the institution's personnel services are adequate in scope and quality to give the student necessary assistance.

While he recognizes the importance of a well-developed student personnel program, Dr. McConnell is at the same time very much of a hard-core realist. After observing that the national picture is not a favorable one, he analyzed the situation as follows:

> There is reason to believe that many administrators of community colleges do not understand the essential nature, scope, and functioning of student personnel services. Without administrative insight and support these services will always be starved financially and they will fail to attain legitimacy. But legitimacy is also dependent on the understanding, participation, and backing of faculties. It is possible--even likely--that as community colleges reach for higher academic status their faculties will be less sympathetic with the wide range of purposes and functions which the community college in theory should profess, and be less ready to lend enthusiastic support to comprehensive student personnel programs. The committee believes that it is essential, therefore, to engage all concerned with community colleges--citizens, members of the governing board, faculties, and administrators--in a study of its findings and recommendations.

In view of these comments from a man who is widely regarded as an educational statesman, I feel it would be wise to concentrate the first part of my presentation on the nature and scope of a basic student personnel program. It is important that our frame of reference be clearly defined if the conclusions, recommendations, and implications of this study are to be meaningful.

To ascertain the nature and scope of student personnel work in junior colleges throughout the country we defined and field-tested an inventory of selected college functions. We hypothesized that the student personnel program consists of a series of related functions and that each function represents a cluster of related activities designed (1) to support the instructional program, (2) to respond to student needs, and (3) to foster institutional development. We identified thirty-five such functions. Following visits to seventy junior colleges our panel of interviewers selected, by majority consensus, a list of twenty-one functions which they regarded as basic to any junior college program, regardless of its type or size. Having identified twenty-one basic functions we sought meaningful ways to categorize them. (I should hasten to add that there were additional functions in the inventory which held particular significance, for various types of junior colleges. A case in point would be the on-campus housing function.)

Our first effort was to devise a simple method of conceptualizing the total program. On page seven of the February Journal you will find a list of functional categories which encompass the basic dimensions of student personnel work. They are--orientation to college and college and career opportunities and requirements; appraisal of individual potentialities and limitations; consultation with students in activities that supplement classroom experiences; regulation to provide an optimal climate for social and academic development; services that facilitate college attendance through a program of financial assistance and which facilitate transition to further education or employment; and, finally an organization that provides for continuing articulation, evaluation, coordination, and improvement of the program.

While this approach is helpful in conceptualizing the nature and scope of student personnel functions, it is not as satisfactory for describing the program in adminis-

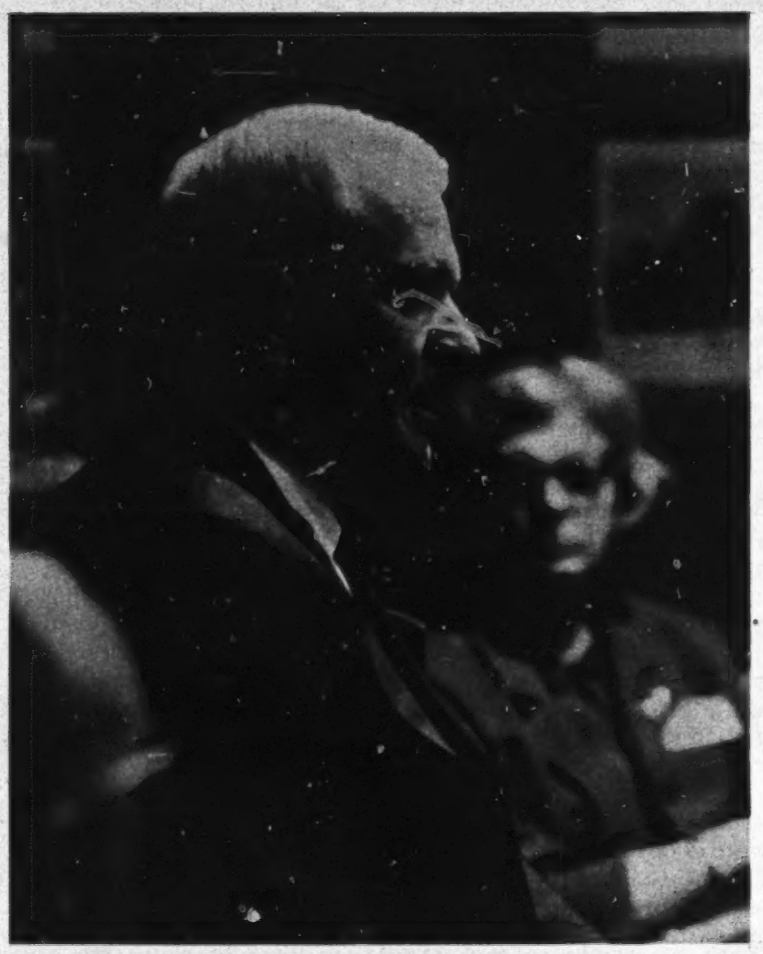
trative terms. Incidentally, there is no magic in our administrative classification of the functions. We chose five administrative units for assignment of the twenty-one basic functions and recognized that a 6th unit may be required in more comprehensive programs.

I thought you might like to know the extent to which each function was satisfactorily implemented in our random sample of larger colleges.

Seventy-six per cent of the colleges had satisfactorily implemented the pre-college information function according to our panel of investigators. Fifty-nine per cent had favorable implementations of both the applicant appraisal and the educational testing functions. The personnel records function is the only one in the admissions unit which fell below the 50 per cent mark. Its level of satisfactory implementation was 47 per cent. Both student registration and academic regulation were implemented adequately by 71 per cent of the 49 larger colleges.

In the administrative unit on placement and financial aids slightly more than half of the college (52 per cent) provided the financial assistance function in a satisfactory manner. It was alarming that only 26 per cent had satisfactory implementations of the graduate placement function.

In general, it would appear that colleges have shown considerable interest in providing student activities. Sixty-seven per cent were judged to have implemented the student self-governing function while 76 per cent had established satisfactory programs of co-curricular activities. Fifty-two per cent had favorable implementations of the social regulatory function. Only 32 per cent had favorable implementation of student inductive function. Some of you may question the classification of the Student inductive function as being a part of the student activities unit. Certainly, it might be placed in some other administrative unit but we felt that the student activities staff as well as student leaders are best equipped to plan the activities for inducting students into the junior college and



they are most likely to communicate well with groups of new students. Obviously the induction is shared by faculty, as well as other staff members.

The guidance and counseling unit contains five of the basic functions. Applicant consulting was implemented favorably by 55 per cent of the colleges; student advisement by 62 per cent; group orienting by 35 per cent; student counseling by 44 per cent; and career information by only 19 per cent.

As you look at the various levels of satisfactory implementations within each of the units, you will note that the admissions and the activities units have enjoyed more success than either the placement unit or the guidance unit. I suspect that there are a number of reasons for this. Certainly, the functions in the admissions and the activities unit have greater visibility. They tend to be less nebulous. Also, a college must perform the admissions functions adequately to bring order into what otherwise might be a rather chaotic situation. Faculty members are quite vocal if these functions are not handled well. As for student activities, most administrators find that students are more easily handled or managed if they are kept busy and have some voice in managing group activities. By contrast, the potential outcomes of guidance functions are more difficult to identify. Also a highly individualized service is quite expensive. It is also tempting to assume that the counseling needs of students will be taken care of by interested faculty members. Who can say for sure that they are not being met?

Now let us turn our attention to the central administrative unit which includes four functions designed to articulate, coordinate, evaluate, and improve the student personnel program. None of these functions were satisfactorily implemented by even half of the colleges. Program articulation was satisfactorily implemented by 46 per cent of the colleges, in-service education by 12 per

cent, program evaluation by 4 per cent and administrative organization by 42 per cent.

I think it is obvious that these functions represent the central effort to bring unity and meaning into the total student personnel program. Failure to provide these functions adequately can only mean that the student personnel program will not make its potential contribution to the total educational program of the junior college.

Now let us turn our attention to the programs as a whole. In our sample none of the colleges had managed to implement all of the twenty-one basic functions at a satisfactory level. At this point some may be inclined to suggest that our investigators were too harsh in their judgments. I think, however, if you read the narrative descriptions which they provided as a basis for their ratings, you would easily note the discrepancies between satisfactory and unsatisfactory implementations.

The college with the most favorable program had implemented nineteen of the twenty-one basic functions satisfactorily and had no functions judged as unsatisfactory. Only one-fourth of the colleges had implemented fourteen (or two-thirds of the functions) satisfactorily. In fact, the median college had ten satisfactory, five unsatisfactory, and six in-between. There is an obvious danger in providing normative data. Too many are apt to take comfort if they find themselves to be average. It is difficult to believe that we would be fulfilling our commitment to our students, our institution, and our community if we were to accept the current median as our standard.

At the same time, I don't think it is fair at this point to be unduly critical. Many of these colleges have been enduring unbelievable growth pains during recent years. They have been understaffed in all areas and particularly in the guidance and counseling unit.

Most of us who have studied the data are convinced that our primary problem stems from an insufficient number of qualified student personnel workers. A projection of our sample of both the smaller and the larger colleges suggest that approximately 3,000 of the 44,000 junior college staff members who were employed in the fall of 1964 or about seven per cent were assigned to some facet of the student personnel program on at least a half-time basis. Only 1,800 of these 3,000 had at least the master's degree in student personnel work or related disciplines. If our sample is reasonably adequate it would appear that about 1,300 of the 3,000 student personnel workers were assigned primarily to the counseling and guidance unit of the program. The full-time equivalency for these 1,300 however, probably does not exceed 1,000. Of the 1,000, it would be optimistic to say that there are 800 who were professionally prepared for their assignments at the master's degree level. Obviously there is a very uneven distribution of these professional counselors among the various junior colleges. Our findings lead us to comment as follows: In view of the limited time which the student population remains in the junior college, the crucial nature of career decisions during this period, the immense range in aptitudes, abilities, and interests, the prevalence of unrealistic aspirations, the continuing shift in senior college curricular requirements, and the distributive responsibility of the junior college, it is apparent that an additional 2,500 professionally prepared counselors should be employed if adequate counseling opportunities are to be provided.

Now let's turn our attention to the student personnel leadership. Among the forty-nine larger colleges only 18 per cent of the student personnel directors held degrees in the behavioral sciences or student personnel work. In fact, 40 per cent of these programs were headed by directors who did not have a master's degree in the behavioral sciences or student personnel work. This does not mean, of course, that many of these leaders are necessarily ineffective in their work. Personal leadership qualities and on-the-job experience can do much in offsetting the lack of graduate preparation. At the same time one might also speculate about the potential increase in effectiveness if these directors were provided opportunity for additional graduate education.

Additional conclusions reached by the national committee are encapsulated in the first four paragraphs of the Journal article. Other members of the panel will refer to the basis for these conclusions as they discuss the implications of the report. I hope that when the full report is made available later this spring you will involve your staff in a study of the findings.

Now I would like to turn our attention to some of the recommendations. Despite the fact that the conclusions are somewhat discouraging, the potentialities for bringing about the necessary improvements by the 1970's are most encouraging. We have recommended staffing standards which, at first glance, will seem unrealistic to many of you. Certainly they would be from a financial and logistical point of view if it were not for the apparent readiness of the federal government and state governments, to provide the necessary financial resources.

Time does not permit me to discuss the recommended staffing for the total student personnel programs so I will confine my comments to the staffing of the guidance and counseling unit.

Before we go further I should indicate that we identified three basic plans for staffing the guidance unit. Plan A is the "counselor emphasis" plan which assigns all consultation responsibilities to the guidance unit whether they be advisory, information giving, or counseling. Plan B is the "faculty emphasis" plan which assumes that all faculty members will provide the necessary advisory services with supportive assistance from a few professional counselors. Plan C is a combination which we have called "specialization emphasis." In plan C certain faculty members with special interest and talent for advising students are selected and provided in-service training, their teaching loads are reduced to increase the number of individual students which they can assist. The counselor's role in this plan is to work with students who have vocational and personal-social problems. If you are favorable toward Plan A, the counseling emphasis plan in which the counselor handles all of the guidance functions, then a ratio of one full-time counselor/per 300 students is required. This figure was obtained by studying the number of contact hours required to service the guidance needs of three hundred community college students. (Incidentally, it would be most desirable if the number of evening students assigned to a counselor were in a proportionate ratio.)

In plan B, which assigns advisees to virtually all faculty members, one counselor per 500 students is required. It is assumed that faculty members with full teaching loads will not be assigned more than fifteen students.

The rationale for plan B is the belief that the predominant need of the majority of students is for academic advisement. It says that because faculty members have more frequent contact with students, as well as special knowledge of course requirements within their academic field, they are especially equipped to serve as advisors, especially if students are assigned to faculty advisors in disciplines related to the student's career objectives. By use of intra-staff referral, students who change their plans can be re-assigned. In addition, proponents believe that the responsibility for individual advisement helps to keep faculty members in tune with the needs of students and ultimately is the most economical plan for meeting student needs.

The faculty emphasis plan can be regarded as adequate only in those programs where (1) new faculty members are exempted until they have completed a basic in-

service training program, (2) special concern for advisory skills is shown in the original selection of faculty, (3) a continuing in-service program is maintained, (4) an adequate number of professional counselors are available to handle referrals and to counsel students who are undecided about career and educational objectives, and (5) excellent articulation between the counseling program and the faculty advisory program is maintained. (It should be noted that the large comprehensive college which is growing rapidly will find it exceedingly difficult to meet these conditions.)

The rationale of plan C, the specialization emphasis, suggests that the strengths of the two preceding plans can be combined. Selected faculty members who have the interest and experience to serve effectively will be trained systematically as advisory specialists. Their training will emphasize understanding of appraisal data, development of interviewing skills, up-dated knowledge of shifting curricular requirements within senior colleges, awareness of occupational opportunities, recognition of symptoms of severe emotional stress, techniques of referral, and knowledge of methods for building effective study skills. Their assignment will include a reduced teaching load which permits time to participate in the in-service training program as well as individual consultation with students. (The recommended ratio was based on the observation that it would require five weeks of half-time work to consult with one hundred twenty-five students during pre-registration periods.)

| Staff Levels | Enrollment (Head Count) | | | |
|---|---|---|---|---|
| | 500 | 1,000 | 2,500 | 5,000 |
| Supervisory | | | | |
| General | 1 | 1 | 1 | 1 |
| Assisting | | | | |
| Coord. of Counselors | 0 | 0 | 0 | 1 |
| Coord. of Advisory Specialists | 0 | .5 | 1 | 1 |
| Non-Supervisory | | | | |
| Counselors | .5 | 1 | 2.5 | 5 |
| Advisory Specialists | .5 | 4 | 8 | 15* |
| Clerical | 1 | 1.5 | 2.5 | 5 |

(*full-time equivalent)

Up to this point I have said little about the quality of supervision that is required in all three of these plans for staffing the guidance unit. It is extremely important that the director of guidance hold a doctor's degree in clinical or counseling psychology and that he have considerable supervised counseling experience. As the program expands he should have additional assistant supervisors so that all counselors on the staff are engaged in a continuing process of supervision. When possible, a psychiatrist should be retained by the college on a consultant basis for occasional meetings with the staff and to advise the staff on matters of referral of severely disturbed students. The legal and medical implications of this recommendation are obvious.

I would be hesitant to endorse these high standards if I did not see some very positive signs on the immediate horizons. Let me list a few of them:

1. Adequate funds to establish the necessary staff and resources within the structure of the American Association of Junior Colleges will be made available and the selected staff will—
   a. Spearhead developments nationally
   b. Prepare proposals to obtain additional subsidies
   c. Launch a national master plan for developing adequate student personnel programs in the junior college by the early 1970's.
2. Graduate training centers will provide more adequate resources and opportunities for bringing the student personnel workers needed by junior colleges.
3. Many state departments will review their junior college legislation with a view toward providing enabling provisions for the development of adequate student personnel programs as is now the case in Florida.
4. Graduate fellowships for the preparation of student personnel leadership will be made available.
5. Conferences to interpret the importance of student personnel work will be provided for key decision-making individuals associated with junior colleges with the result of producing the supportive climates required for development of adequate programs.
6. Some junior colleges will become intern centers and demonstration centers in a cooperative alliance with nearby graduate centers. Participation of qualified junior colleges will be encouraged through appropriate financial subsidies.
7. Interested board members, chief administrative officers, and other staff members will be provided opportunities to visit a series of demonstration centers to learn of the potentialities for developing strong student personnel programs.
8. Outstanding practitioners will be selected and subsidized to serve as field consultants to interested junior colleges.
9. Accrediting agencies will incorporate some of the standards recommended by the national committee.
10. Outstanding researchers, educators, and student personnel specialists will combine their efforts to identify adequate criteria for the evaluation of student personnel programs.
11. Procedures will be found to uncover potential staff members among mature and educated adults within the community who are not now in the labor market or who are in other positions but would like to be employed in junior colleges. Also recent college graduates (many of whom originally attended junior colleges) will be attracted by special programs that offer a combination of graduate training and on-the-job experience within cooperating junior colleges.
12. Regional occupational centers will serve clusters of junior colleges by defining and interpreting manpower needs as well as by preparing up-to-date employment information that can be used effectively by community college counselors and faculty.

I'm sure that many of you, including some of those on the panel, may think I'm overly optimistic. Perhaps so--but when I view what has been accomplished during the last two-and-a-half years by a group of interested and talented people I see no cause for pessimism. The most crucial point in achieving these goals rests with those of you who lead junior colleges in all parts of the country. With your active support we can translate what has often been "the best of intentions" into "the finest of achievements." We can do this by developing educational institutions that demonstrate in concrete ways our national commitment to the dignity and worth of individuals.

# IMPLICATIONS OF THE PROJECT FOR PROFESSIONAL PREPARATION OF JUNIOR COLLEGE STUDENT PERSONNEL WORKERS

By Jane E. Matson, Associate Professor of Education
California State College at Los Angeles

I would like to begin by making a broad, general statement regarding the relationship between the somewhat deplorable state of student personnel services in the junior college as reflected in the data from the Carnegie study and the programs of professional preparation for student personnel work presently available in the colleges and universities of this country. Then I will cite some evidence which I believe supports this statement, follow that with some possible reasons for what I consider to be this unfortunate situation, and end with some suggestions for alleviating it.

First, the general statement: With all the counselor and student personnel professional education being provided in this country, the junior college is being seriously short-changed. Even with the recent advent of N. D. E. A. counseling and guidance institutes for which junior college and technical institute personnel are now eligible, I believe this is still a fair statement. The overwhelming majority of counselor educators devote their time, skill and knowledge exclusively to the preparation of guidance workers for elementary and secondary schools. Further, I believe that unless some rather dramatic and rapid change is effected to provide junior colleges with a larger share of the counselor and student personnel education resources, it will be almost impossible to improve the rather dismal picture which Dr. Raines has just described. Because without competent professional skills and resources, adequate student personnel programs can neither be conceived nor developed.

What evidence do we have to support this statement that the counselor and student personnel preparation programs are not giving the junior college their just due?

Last year 106 colleges and universities which claim to be engaged in preparing counselors or student personnel workers for employment in post-high school educational settings were asked to provide information about how they would prepare those who were planning to become counselors or student personnel workers in a junior college. Replies were received from sixty-one institutions or 58 per cent of the total.

Five questions were asked:

1. If a prospective student were to indicate his intention to prepare for student personnel work in a junior college, what program of preparation would you recommend?

Only six described programs which indicated any significant adaptations to the special needs of those interested in working in junior colleges. The remainder described counselor education programs with little or no reference to any need or desirable adaptation of the programs for the junior college student personnel worker.

2. What area of study would you consider most important for the student personnel workers in the junior college as compared with high school or four-year senior colleges?

Almost one-half of the respondents expressed the opinion that there was little or no difference in the emphasis recommended for junior college student personnel workers from the emphasis for those for whom the program was originally designed -- either public school counselors or higher education student personnel workers.

3. Are there any areas of study or courses which should be added to your present curriculum in order to prepare the junior college workers?

Over one-half of the respondents expressed no need for the addition of courses in any area.

4. Please describe briefly what you consider to be the essential practicum or field work experiences for the junior college bound student.

Only one-third stated specifically that it was essential that the practicum or field work or internship be in a junior college setting. The remaining two-thirds either made no statement at all or were of the opinion that a practicum in a four-year college setting would be satisfactory.

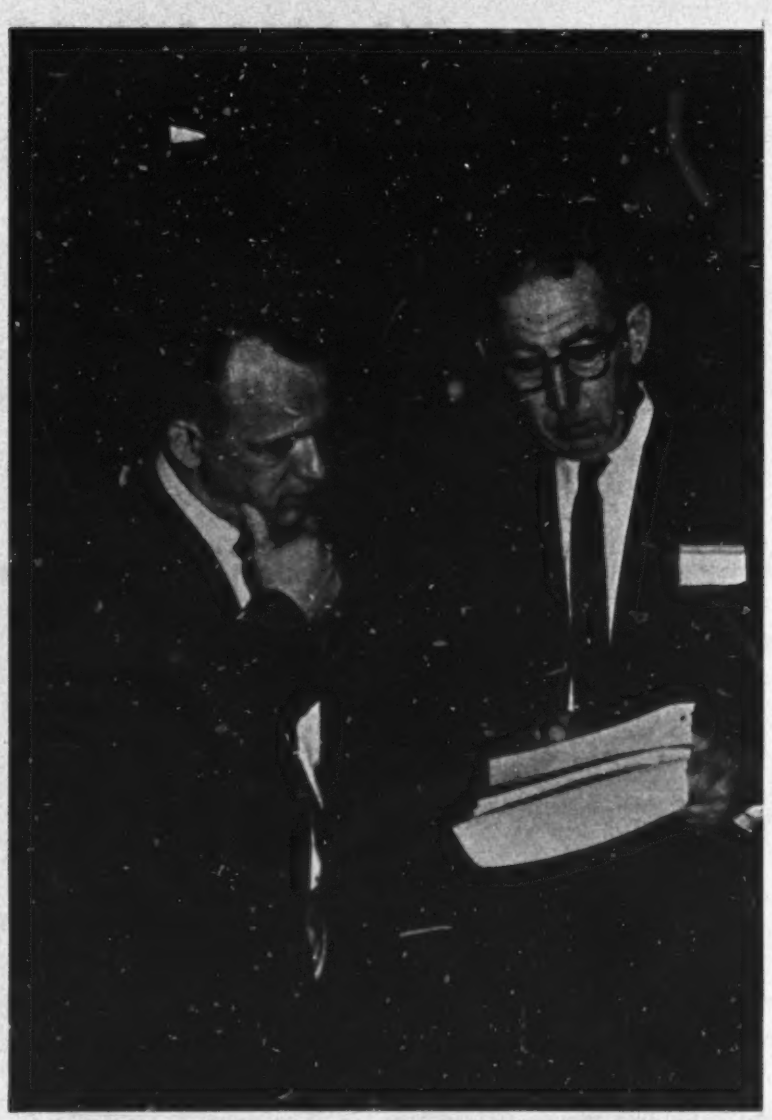
5. To what extent do you believe that all student personnel workers need training in counseling?

The highest percentage of agreement to any of the questions was found here. Almost 90 per cent of those commenting on this question stated unequivocally that knowledge of counseling was essential in the preparation of all student personnel workers.

Visits were made to eight colleges and universities where some special programs or courses for junior college student personnel workers were offered or where interest was expressed in the development of such a program. Data obtained from these visits generally confirmed the points of view expressed in the written replies. Except for a few sporadic instances, the curriculums designed for the preparation of secondary counselors and four-year college student personnel workers do not reflect an awareness or understanding of the functions of the junior college in the total educational system nor a recognition of any special needs which the junior college personnel workers might encounter by virtue of the unique qualities of the junior college.

Anyone seeking professional preparation for student personnel work in a junior college has several choices available to him:

1. A counselor education program directed toward service in a secondary school setting.
2. A graduate program in the field of higher education which may or may not offer an option in the area of student personnel.
3. A graduate program which is specifically directed toward four-year college or university student personnel work.
4. An approved graduate program in counseling psychology.



5. A graduate program in his major field to prepare for teaching and an attempt to enter student personnel work "through the back door" without specialized preparation.

Those who have had some prior experience in education and who now wish to enter junior college student personnel work have generally the same choices plus N. D. E. A. institutes -- short term or academic year at any of the levels offered or combinations of them.

One of these avenues, or perhaps some combination of them, represents the way in which the overwhelming majority of those now providing student personnel services in junior colleges obtained their professional preparation. In the great majority of these programs of professional training it is quite possible to complete the entire program without hearing the term "junior college." This is not surprising since the faculties teaching in these programs are oriented primarily in their own backgrounds of experience and training and these are usually elementary, secondary or college teaching and/or student personnel work. I cannot say exactly how many counselor and student personnel educators in this country have had significant professional experience in junior colleges or possess a background of knowledge about the junior college but I am certain the proportion is almost infinitesimal.

To me, this is a rather dismal picture. I hope it is to you also -- because what it means is that the student personnel workers you are hiring -- even though they lay claim to having professional preparation -- do not have knowledge of junior colleges or skills which have been developed for use in junior college settings. Their preparation has been for some other level -- probably high school.

Perhaps this is good enough -- and perhaps the persons you hire are skillful enough to adapt themselves and their professional "know-how" to the junior college setting and become very effective -- but wouldn't they be even more effective if their professional preparation had been specifically directed toward junior college work?

To the extent that the student services provided at all levels of education are similar or related, it might be expected that knowledge and skills can be applied to a chosen area of operation -- the junior college -- regardless of the area of specialization of his graduate training. This is the comment which I heard so frequently last year as I was collecting information for the Carnegie study. I would be asked: "Do you really think there is anything different or unique about junior college student personnel services? Isn't the training obtained in any of the available graduate programs as applicable in the junior college as in any other level of education?" I do not think so. I believe that the junior college has unique qualities which are of special significance to the nature and scope of the student personnel services provided. This does not mean that I do not see large areas of mutual concern and overlap in the desirable knowledge and skills for student personnel specialists at all levels of education settings. The crucial question in my judgment is: "Do those preparing for junior college student personnel work have available to them the best possible programs of professional preparation which can be designed for them and which they, you, their administrators, fellow faculty, and the students have every right to expect?"

I would like to suggest that, with reference to the programs of professional preparation for junior college work, we might make the following statements:

1. Those who wish to prepare for junior college student personnel work, including counseling, may have to settle for less in the way of specific preparation that is conducive to effective on-the-job performance.

2. There is evidence to indicate that those responsible for planning and implementing curriculums of professional preparation in student personnel areas are not sufficiently informed about the philosophy, function and present status of junior college education, including the growing body of research on the junior college, to make the desirable adaptations to meet the needs of the potential junior college student personnel specialists.

And now -- what does all this mean to the junior college establishment? The junior college has not only accepted but proclaimed the function of counseling and guidance as one of its major functions. No other post-high school educational institution includes this function in the description of its goals and objectives with the frequency that the junior colleges do. Some reference to counseling and guidance as an important part of the college's program appears almost universally in junior college catalogs. This is not generally true of four-year colleges and universities and I assume you are all aware of how inadequately this function is performed in most senior colleges and universities. And while I may deplore this, I do not censure the institution too severely since it has made no claim to providing these kinds of services to all its students. But the junior college has, at least, paid lip service to the importance of counseling and guidance. This made the overall findings from the Carnegie study even more disturbing. Why then has this function been so inadequately implemented?

1. There has not been available to junior college administrators an appropriately trained resource pool of student personnel specialists who could be relied upon to conceptualize, organize, and effect programs in the junior college. Instead, administrators have had to hire those prepared for another educational setting and hope that retreading will occur, spontaneously or otherwise, or take

untrained persons and trust they will gain some know-how on the job.

2. The Carnegie findings indicate that in-service, on-the-job training is a characteristic which differentiated the strong from the weak programs. Where no well-developed, in-service, training plan exists the task not only of re-treading but of maintenance and development of staff skills and knowledge is difficult if not impossible. This appears to be characteristic of many junior college situations.

3. There is some evidence to lend credence to the idea that many junior college administrators do not have as broad an understanding of the nature and purpose of student personnel services as is needed to guarantee the provision of an effective program. In many ways, the key person in the improvement of student personnel programs in a junior college is the chief administrator who, when he demands quality in this area, is likely to come closer to getting it.

4. An almost inevitable consequence of the situations I have just described is a most inadequate level of communication between junior college administrators and counseling and student personnel educators. There has been little effort on any significantly broad level on the part of junior college administrators to describe their needs in the student personnel area to college and university educators who might be able to provide assistance in meeting these needs. This is in contrast to the area of general administration where the Kellogg programs with advisory committees have established quite effective lines of communication. Until the junior college establishment identifies, or asks for assistance in identifying, the skills and knowledge needed to implement student personnel programs in their institutions, college and university educators are not likely to pay them much heed -- especially in view of the pressures for training from other levels of education, such as elementary and secondary.

And now what are some possible next steps which may be taken in an effort to tackle some of these problems?

1. In every possible way the story of the junior college with its exciting accomplishments and even more exciting potentials must be communicated to those engaged in counselor and student personnel education. The major responsibility for this task lies with the junior college establishment -- and it can not be delegated completely to some national group. Each junior college staff member must see himself as carrying some measure of responsibility in this educational task. The major part of this task rests with chief administrators who must take the initiative in seeking out counselor educators in their communities and acquainting them with the accomplishments as well as with the goals and objectives of community colleges. This will require militant aggressiveness combined with sensitivity and skill in communication.

2. A suitable program of preparation for junior college student personnel workers must be designed with the joint participation by junior college personnel and those responsible for such training programs in the colleges and universities. Some of the major issues in this task will involve the delineation of the separate but related functions comprising student personnel services and the identification of skills and knowledge essential for effective performance in each area or function. The problem of the nature of the most desirable preparation for the overall administration of student personnel services in the junior college should be given special attention because of the crucial significance of this task. This may involve consideration of the relationship of the existing Kellogg programs to other proposed programs.

3. A nationally based campaign to recruit junior college student personnel workers must be launched as as soon as possible. A search for potential talent both within and without junior colleges must be conducted. This is especially important in view of the heavy demand for student personnel specialists at all levels of education. It is desirable to call a halt to the gigantic, nation-wide game of musical chairs now going on as people shift from one job to another.

4. One of the most serious problems facing the counseling and student personnel educators is that of locating competent staff to teach in the graduate programs. The need for persons who have knowledge of and/or experience in junior college education is especially acute. A thorough and comprehensive talent search must be initiated to develop a roster of those qualified by training and experience to join college and university counselor education staffs. The junior college establishment has every right to insist that such a person be included in the faculty of any college or university offering professional preparation for junior college work. But the colleges and universities have the reciprocal right to expect the junior colleges to see to it that such persons are made available. I would suggest that the AAJC must assume major responsibility and initiative in this task if there is to be any real progress toward solving this staffing problem.

5. Joint effort on the part of the senior college and university educators and junior college personnel should be directed toward the planning and implementing of adequate opportunities for in-service and on-the-job training. It is anticipated that the creativity and ingenuity in both groups, combined hopefully with adequate funds, will serve to bolster this area now at low-ebb according to Carnegie findings.

6. Adequate materials of all kinds are essential for effective teaching at any level and student personnel education is no exception. While the body of literature concerning the junior college is steadily increasing, the student personnel area is still sparsely and inadequately supplied with first-class materials in all media. Im-

mediate steps should be taken to promote and develop a supply of professional materials of all kinds, including books, periodical articles, tapes, films, and other devices which can be used to implement junior college counselor and student personnel education programs. Junior colleges which have such materials available should make them available to colleges and universities.

7. The establishment of a professional identity of the junior college student personnel specialist is essential if the goals and objectives of student services are to be achieved. Efforts should be made to encourage student personnel workers in junior colleges to participate actively in all varieties of professional activity. Membership in appropriate professional organizations, attendance at local, state, regional, and national meetings should be stimulated through the granting of time and funds for such purposes.

8. Finally, and perhaps most importantly, those who have the privilege as well as the burden of directing the junior college toward its ultimate goals must give full cognizance to the significance of student personnel services. Understanding and acceptance of the student personnel specialist and the functions he performs is most likely to come from increased knowledge. The importance of administrative support through the provision of adequate funds, staff, equipment, materials, consultative services and encouragement toward professional growth cannot be over-estimated. The chief administrator must assume responsibility for communicating the importance of student personnel services to the governing board, the faculty and the general public. He has every right to expect a full measure of assistance in this important task from the professional student personnel workers on his staff.

There are undoubtedly other suggestions which might prove even more fruitful than these I have made. My most earnest plea to you is for all of us who are concerned to get on with the somewhat monumental task of improving student personnel services in the junior college. I am convinced, along with the national committee, that the survival of the junior college in its most effective form depends, in large measure, on the quality of its student personnel services.

# IMPLICATIONS OF THE CARNEGIE REPORT FOR RESEARCH AND EVALUATION

By Donald P. Hoyt, Coordinator of Research Services
American College Testing Program

At the outset, let me distinguish between "research implications" and "implications for research." "Research implications" refer to conclusions which present knowledge suggests or demands, while "implications for research" specify those questions where research answers are yet to be found. In my judgment, the Carnegie report contained many more implications for research than research implications. In fact, with one--possibly two--exceptions, the ten recommendations presented in Raines' summary represent explicit or implied hypotheses which might be, at least in principle, experimentally studied. Further, despite the high quality of thought that obviously went in to this lucidly written 361-page document, and with all due credit to the national committee and to Max Raines and his staff, I suspect that most of these recommendations (hypotheses) could have been written as well at the beginning of the project as at its conclusion.

The dilemma I am describing has been faced by education for many years. Frequently we are forced to act in the absence of empirical data. Thus, whether or not relevant data is available, we face questions as big as these; "What shall our graduation standards be?" "What student personnel services (if any) shall we offer, and at what level?" "What curriculums shall we provide?" These must be answered, just as surely as the little questions, such as; "How much of a raise should Mr. A receive?" "Should I approve a summer workshop for Miss B?" "Which departments should get the three new positions approved by the board?" An administrator devoted to rationalism and committed to a policy of acting only when the pertinent facts are available will not last long. There are too many questions--little and big--which simply can't wait for the facts to be supplied. And so, the successful administrator learns how to be decisive with respect to matters which are basically ambiguous.

The national committee was composed of extremely able professional leaders; without exception, they are also successful administrators. The decisiveness with which their recommendations were made should not be mistaken, however, for clarity in the research findings nor sufficiency in the empirical data now at hand.

My association with the project began with the Chicago conference to identify research needs in junior college student personnel programs. That conference was the basis for a paper I authored which is included in the report to Carnegie. Sixteen research needs were identified in the final version of that paper. It is interesting to see how those needs were reflected in the committee recommendations. The box score reads as follows:

1. Two were included as major recommendations of the national committee;
2. Three were studied, at least partially, by Max Raines and his staff and the findings incorporated in committee recommendations;
3. Five were not investigated but related recommendations for action were made anyway; some of these research needs implied problems which, if real, might partially invalidate two committee recommendations;
4. Six were ignored, including three aimed at decreasing the attrition rate of junior college enrollees and two which have been partly met through recent efforts of the American College Testing Program.

In short, progress has been made on five of these needs and explicit recognition was given by the committee to two others. Progress on five others may be impeded if the committee recommendations are taken as gospel. The other needs are awaiting research which the committee recommendations will neither facilitate nor inhibit. To be objective, I must confess that research came off better than it usually does in committee reports, but to be irrational for a moment, the report would have been strengthened with a greater research bias.

Let me expand this observation by distinguishing among four types of statements:

1. Statements of facts whose interpretation is unambiguous;
2. Statements of facts whose implications are ambiguous;
3. Statements of hypotheses or assumptions which are, in principle, subject to modification as new knowledge emerges; and
4. Statements of philosophical convictions (relatively unmodifiable assumptions or beliefs).

In my judgment, constructive growth is encouraged when we clearly identify the category to which a statement (observation, conclusion, recommendation) belongs.

At this stage of our development, there are relatively few facts with which to contend. Of those that are available, many more are of the second type (where implications are ambiguous) than of the first type (where straightforward conclusions are obvious). What facts did this report uncover? Let me summarize the major findings and then comment briefly on implications:

1. Student personnel experts were able to agree on a list of twenty-one basic functions which should be performed in almost any junior college.
2. With few exceptions, these functions are not being satisfactorily implemented in junior colleges.
3. Whether or not functions are satisfactorily implemented is much more closely related to such campus features as administrative support, working relationships, and leadership than to the type of organizational scheme or the amount of relevant graduate work taken by the student personnel workers.
4. Approximately half of junior college student personnel workers have less than 30 graduate hours in academic areas relevant to their profession.

5. Existing facilities for training student personnel workers have rarely made special provision for individuals planning to work in junior colleges.

The report contains many other details and many other conclusions but these summarize the major factual outcomes. I suggest that none of these facts lends itself to an unambiguous interpretation.

Fact 1: Simply because "experts" agree that twenty-one basic functions should be performed doesn't mean that the experts are right. We have no dependable information regarding the consequences of paring that list to ten or fifteen. In view of our well-known identification with the "whole" student and his welfare, and our ambitious purposes, it would not be surprising if that list of basic functions included some activities which no one can perform successfully. We may lack the necessary understandings and skills, or we may be trying to change some characteristics which are relatively unmodifiable after childhood.

Fact 2: If we grant validity to the interviewers' ratings (a concession I'm glad to make but which others may not) implications regarding the generally unsatisfactory implementation of these functions are still ambiguous. Naturally, we should all strive to improve; this would be the case even if all functions were being performed satisfactorily. But can we make honest recommendations about diverting money and personnel into student personnel services without knowing how well classroom teaching, library, or community service programs are being performed? Do we know which functions are most likely to benefit students if improvements were made?

Fact 3: The most fascinating outcomes of the entire report, from my point of view, were the findings regarding the correlates of successful student personnel programs. It was not surprising to discover that the positiveness of selected leadership and budgetary factors were associated with the successful performance of student personnel functions. The implications are ambiguous, however, both because cause and effect cannot be inferred from the available data and because the same judges made both sets of rating (and may thus have been guilty of a kind of halo effect). It was surprising, however, to find essentially no relationship between level of appropriate graduate training of student personnel workers and the success with which their functions were being performed.

Again, the implications are not clear-cut. Has the quality of training been so poor that the amount is irrelevant? Are personal characteristics like maturity, warmth, commonsense, or integrity so important that they overshadow the effects of training? Do we simply not know how to train junior college student personnel workers?

Fact 4: The meaning of the relatively low level of graduate preparation which characterizes junior college student personnel workers is ambiguous, especially since we've just seen that level of appropriate training bears little relationship to professional effectiveness. Of course, improved training procedures, more relevant training experiences, and a higher level of training, especially for administrators and counselors, might produce some marked changes in these "facts" and their implications.

Fact 5: Lack of special training facilities for junior college personnel may explain the lack of relationship between level of training and success. But the hard-headed scientist will suggest that facilities are irrelevant if the training is incorrectly focused or if nontrainable characteristics are the major determinants of professional functioning.

With these facts and reservations in mind, let me spend a few minutes analyzing the recommendations of the committee. I want to examine, in particular, the basis for the recommendations; i.e., whether the committee based its recommendations on the facts uncovered by its studies, on assumptions yet to be listed, or on philosophical conviction.

Let me deal first with recommendation five, which states that we must develop practical ways of validly assessing the degree of success a given student personnel service enjoys. The recommendation is based upon a fact that was known long before this study began; if you want to know what works well with whom and under what circumstances, the first step is to define and be able to assess the criterion. The recommendation is hard to knock; after all, success is what we want and of course we'll more likely achieve it if we know the conditions under which it occurs. While the committee was not the first to discover this need, we can hope that their prestige will promote acceptance of the requirement that it be solved as a prerequisite to professional growth. Unless this fundamental truth is acknowledged, I'm afraid we'll continue to make the same mistakes, engage in the same senseless debates, and act on the same inadequate bases as we have in the past. The matter seems so basic that I would like to have seen this recommendation made the cornerstone upon which all other recommendations were built.

Two recommendations dealt with personnel. Both of these recommendations apparently are based on assumptions which the committee (and others) hold but whose validity have yet to be established. A series of such assumptions are made about the number of personnel needed and the educational qualifications they should have. While the guidelines suggested by the committee are a welcome beginning, we must not lose sight of the fact that the assumptions underlying them may be in error. In view of the very sizable personnel and training costs implied by recommendation one, it seems imperative that immediate attention be given to the research need for establishing the consequences of alternative staffing patterns and standards. I would be most surprised if a careful research look failed to show that substantial economies could be effected without loss of quality by working more with groups and making wider use of electronic gadgets; I would also be surprised if a Ph. D. graduating from a special training program in junior college student personnel work will necessarily function more effectively than an experienced junior college educator who has attended a few special workshops, read student person-

nel literature on his own, and had the benefit of an occasional consultation with an old pro. In short, one can argue for alternatives to the committee assumptions that a vast increase in numbers is needed and that substantially more graduate work in behavioral sciences or student personnel work is essential. However, satisfactory answers are better found through research than through debate.

Three of the recommendations focused on training. Two of these involve the special training needs of leaders and of counselors while one proposed the establishment of demonstration centers as a training device. On what basis are these recommendations made?

With respect to the leadership and counselor recommendations, the project did produce some factual support. For example, factors frequently associated with successful functioning included clarity of staff roles, workable ideas and concepts, and support from administration--factors which seem to reflect the quality of leadership the program enjoys. And the appraisal of status showed that, despite the key role generally described to counseling, only about 40 per cent of the large colleges were providing adequate services in this area.

Yet when the more explicit training proposals are examined, it is clear that the committee relied much more on assumptions than on established facts. Almost every specific recommendation--from practica in a junior college setting to special institutes for advisory specialists--is based on one or more unproved, albeit logical, assumptions. The creative researcher would have a field day designing research to test these assumptions; and he should have that day.

The recommendation regarding demonstration centers is even less well-documented factually. While my bias is to seek empirical support for all of our professional activities, I have few qualms about endorsing this recommendation without explicit plans to research it. Because the demonstration suggestion is eminently logical, has survived a try-out successfully, and would not involve the enormous expenditures implicit in other recommendations, we can afford to put this research question toward the bottom of the list.

Finally, four recommendations were made regarding functions. One of these calls for program interpretation, and makes some explicit proposals for informational conferences for graduate trainers and for policy makers. This recommendation assumes that the committee's efforts to describe satisfactory student personnel programs should be accepted; it further assumes that conferences will successfully convince trainers and leaders that such services should be provided by a staff with certain educational qualifications. The assumptions are probably the best that can now be made; their acceptance is essential if we are to increase and ostensibly upgrade present junior college student personnel services. But there is much room for controversy--for alternative assumptions. I know that trainers will disagree with some of the assumptions, just as trainers of high school and university counselors have. And administrators may well question the emphasis given to certain services. It would have pleased me if the committee had made more explicit the tentative nature of this and other recommendations by pointing out the need for research to identify the proper roles of selection, training, and experience, and to investigate the consequences of altering the committee's program suggestions.

A second function recommendation concerned "career information." This recommendation enjoyed some factual basis; of the twenty-one functions examined in the national appraisal, eighteen were judged to be performed more successfully than the occupational information function. In view of the philosophical position implied by the "open door" and "comprehensive" commitments, this finding is startling and depressing. The committee recommendation explicitly encourages the establishment of regional centers for collecting and dispersing current, locally relevant information. This is as logical a recommendation as I can conceive, though more creative minds may develop other, more effective procedures. I will prophesy, with characteristic pessimism, that as such information centers become operative, a new research need will emerge--specifically, finding effective ways of inducing counselors to learn and use the information which is, by nature, pretty dull stuff compared with personality dynamics.

A third function recommended by the committee was the establishment, within junior colleges, of community guidance centers. More than any other recommendation, this one seems to stem from philosophical conviction. Certainly no factual information could support the recommendation, primarily because this function was not rated as one of the twenty-one basic functions. That guidance facilities are needed in most communities is generally recognized; but whether junior colleges should accept this function at this time (when they are performing most basic functions at unsatisfactory levels) seems questionable. In view of the committee recommendation that training practica be offered in the junior colleges rather than some other setting, consistency would require that special training be offered in counseling with noncollege adults. This seems a little too ambitious. Further, the recommendation seems to ignore the development of community mental health agencies and the increased counseling activities of state employment services. For all of these reasons, I question its wisdom.

The final recommendation asked for centralized coordination for the implementation of the other committee recommendations. This recommendation can be said to have a factual basis; the facts have been derived from long experience in how social changes are produced. Certainly,

this type of coordination is essential if we are to realize the benefits of the committee's work.

I suspect these reactions may have negativistic, critical overtones which distort my feelings about the project. I consider the junior college movement extremely fortunate to have obtained the necessary support from the Carnegie Corporation, the devotion and advice from such an eminent national committee, and such a competent job from Max Raines and his staff. Given the raw ingredients available to the committee and the staff, I don't see how much more reasonable conclusions and recommendations could be made.

The negativism which characterizes my remarks relates entirely to my concern that we build a solid basis for future growth and development. This basis requires that we make explicit our assumptions, maintain discontent until they have been thoroughly tested, and thus ensure a dynamic development with respect to our programs and the personnel who staff them. In this sense, the Carnegie report can serve us best if it is used as a tentative guide to the immediate future and as a rich source of which research hypotheses whose systematic investigation will build a truly professional approach to student personnel services in junior colleges.

# IMPLICATIONS FOR THE JUNIOR COLLEGE DISTRICT

By Joseph P. Cosand, President
The Junior College District of St. Louis,
St. Louis County, Missouri

As president of a comprehensive junior college, I believe strongly that the student personnel program on the campus must be given the same status as the instructional program. For that reason I feel that the administrative structure should have a dean of student personnel services and a dean of instruction at the same level on the organizational chart, both of whom would be responsible to the president of the college.

Far too often status is given to the academic dean with the result that the dean of student personnel services, or whatever title he may have, is relegated to a less responsible position and consequently is unable to exert his influence on the development of the instructional program itself. After all, the instructional program must be developed to serve the students who are in attendance at a particular junior college. If the student personnel voice is not heard, the faculty, through the dean of instruction, may often dominate the development of the instruction program to such an extent that all that is left is a straight academic transfer program. This is happening in junior colleges throughout the United States and we can no longer permit ourselves to view this with tolerance, if we are to develop comprehensive programs for the heterogeneous student bodies which we accept through our open door policy. It must be incumbent upon us to develop educational programs which will permit some semblance of breadth of offering, rather than a narrow straight-jacketed program where we say to the students "Come on in, we will give you every opportunity to fail."

I concur strongly with the ten recommendations in Max Raines' report and feel that if these recommendations were followed the student personnel programs in junior colleges would benefit greatly. However, I will take some exception to the placement of the standards of staffing as number one. I do not believe that just because you set standards you are going to have a strong student personnel program. I would prefer to see the standards listed as number ten and I would prefer to see the other nine recommendations implemented and put into operation. I feel that if this were the case, that the standards will take care of themselves. Far too often standards serve only as a crutch. This has been true in such instances as library standards where over and over again you will hear librarians argue for the standards but not really argue strongly for an adequate library program.

I do believe that in many instances there are far too few staff members in student personnel work and for that reason I realize that some type of a standard will have to be developed, but I would like to see it developed in an area of flexibility rather than rigidity. Numbers of counselors, numbers of clerical personnel, numbers of administrators, are not going to solve the problem.

To me the most important of the ten recommendations is number two, which deals with the understanding and interpretation of the student personnel program. I would like to emphasize that this understanding and interpretation must take place at all levels within the structure of the junior college program. First of all, the chief administrator must believe implicitly in the need for student personnel services and must give his undivided support to this type of service which is to be rendered by the junior college district or by the junior college campus. It is his responsibility to bring to the board's attention the importance of this particular aspect of the total educational program, for without chief administrative support or board support, the program is going to fail. These two areas of support are, therefore, fundamental to the overall development of any student personnel program.

From this foundation, then you would move to the dean of student personnel services, to those administrators who report to him, and to the counseling staff and teaching staff as well. At all of those levels there must be a deep commitment to a balanced service for students. I have no sympathy with student personnel programs which give overemphasis to the underachiever. It is just as important to serve the honor student as it is the underachieving student. It is just as important to serve the student who needs personal counseling as it is to provide placement services for the student who needs financial assistance.

One of the deepest concerns I have about student personnel programs in general is their lack of balance. I realize that when you build a staff it is difficult to get the people who have interests in all of these areas. However, this is the role of the dean of student personnel services. He must see to it that his program is balanced. He must see to it that there is not overemphasis in one particular aspect of the overall program, such as student activities or inter-collegiate athletics, or health services, or you name it. All of these are important and each must be touched and maintained in a manner where the college can look at its overall program with pride.

One of my deepest concerns as a college president is the lack of real communication between the high school counselors, and the junior college counselors. I do not believe that in very many instances we have seen good cooperation. For this reason far too often high school counselors are not aware of the junior college program, especially that program which deals with technical education. I suppose, with a doubt, that the responsibility must be laid at the feet of the junior college counseling staff. It is their responsibility to get this information across to the high school counselors. I would hope that in the communities where you have comprehensive community colleges, that the dean of student personnel services and his staff would initiate overtures to the various high schools, both public and private, where

the counseling staffs can sit down, discuss, and understand what the comprehensive junior college program is attempting to do.

This same kind of communication must be established on the junior college campus itself between the counselors and the teachers. Teachers, in their advising capacity, do a tremendous job, but they must be sure that in advising that they are properly informed about the types of programs which are being offered in the junior college. This requires, on the part of the student personnel office, real initiative in seeing that a series of orientation sessions are established whereby the teachers are given the assistance needed in order for them to do the job they must do with the individual students.

Many students and many parents are dissatisfied with the kind of counseling that is going on today on the various junior college campuses, and I don't blame them. There is far more to student personnel counseling and guidance than simply programing into various curriculums. As a college president I would want to be sure that the teachers who were doing advising were well-informed and not advising improperly. I would want to be sure that they knew when to refer a student to a counselor. I would then want to be sure that the counselors and teachers had established sufficient liaison so that they were working together and not working against one another. I would then want to be sure that the counselors were sufficiently educated in their profession so that they would know when to refer a student on to a psychologist or a psychiatrist. One of my chief complaints with respect to counseling, either in the high school or in the junior college, is the fact that far too often the teacher or the counselor stays with the case far too long without proper referral, with the result that the student can be harmed rather than helped.

In conclusion, I would like to say that the section of the Carnegie study done by Dr. Raines is of such importance that copies of this should be made available to all members of the teaching and counseling staff of every comprehensive community junior college. I am going to see to it as president of the Junior College District of St. Louis, St. Louis County, Missouri, that each member of our professional staff is given a copy of the forty-eight page summary Dr. Raines so ably prepared. His ten recommendations, though in many cases general, are important to implement. His twenty-one points of analysis should be studied by every dean of student personnel services in every junior college in America. If the administrative staffs, teaching staffs and counseling staffs would really study this report, would then in turn analyze their own services, and would from such analysis make recommendations for improvement, I am confident that thousands and thousands of students in the United States would be helped materially.

# RESPONSE TO IMPLICATIONS OF THE PROJECT

By Thomas B. Merson, Director of Research and Development
California Junior College Association

The report, Junior College Student Personnel Programs: Appraisal and Development, is a fine statement of appraisal. We now must launch a program of development to raise student personnel programs to new heights of service. I shall limit my response to seven observations and recommendations.

1. Dr. Raines' Leadership: The excellence of Dr. Raines' leadership of this project commands our admiration. Faced with an almost impossible assignment, he has laid the issues squarely before us. The "Inventory of Student Personnel Functions" is a tool we've long needed. And the direct appraisal in some degree of depth of student personnel programs in individual colleges is a task all of us shied away from previously. Hereafter more colleges will be willing to try to evaluate their own programs and only good can come from it.

With this report, Max, you've moved junior colleges far into the lead in student personnel studies. We salute your ability and your persistence. You stand tall among us.

Without intending to detract from the recognition due Dr. Raines, I want to recognize another person whose leadership and service has been a guiding light to junior college student personnel development -- Dr. Joe Fordyce -- the Commission, Joe, will miss your inspiration.

2. Present and Future Performance: It is clear that providing adequate personnel services in junior colleges represents a big, important, complex and challenging job. It is equally clear that only a very small number of colleges have developed strong, comprehensive programs of student personnel services. The study didn't answer directly why more colleges do not have strong programs.

Let's recognize and honor those colleges which have excellent student personnel programs. I know of no better means of stimulating excellence than to recognize and publicize this excellence. The Junior College Journal, I am sure, would gladly list the honor roll colleges. The list would give you a chance to describe excellence to others.

3. Enlightened Leadership Is Necessary: Startling as the inadequacies of student personnel programs are, I believe them to be no greater than the inadequacies in occupational education, adult education, repair education, and community services. I would make only one distinction: the inadequacies of student personnel programs are more critical because strong student personnel programs are pivotal to the success of all other programs. This fact alone warrants priority attention to developing strong student personnel programs.

In short, the problem we face is one of a gross inadequacy, in far too many colleges, of all of the programs in which the community colleges should, and must, distinguish themselves.

If this observation is correct, what we need is a vigorous escalation in all these distinctive programs simultaneously. It is my belief, if we made a list of junior colleges which were eligible for gold stars in each of these distinctive programs we could make a basic observation: The colleges with superior programs in any one category, in the main, would have full rows of gold stars. I would guess further, that analysis would show the common force behind these records of excellence was able administrative leadership.

So I turn to the chairman of the Student Personnel Commission. You have the advantages of a comprehensive evaluative study. As you build plans for fostering development of these programs build them big and build them pretty because I think the efforts you find successful in strengthening student personnel programs can be used profitably in strengthening other distinctive junior college programs. And I'd start with leadership.

4. The Importance of Local Action: Activity which does not produce results in program change in local colleges is not the best way to spend our effort.

I recommend that the Student Personnel Commission organize a program of direct assistance to fifty selected colleges each year, starting with the colleges with the strongest programs, which haven't previously been helped.

I recommend that these colleges be encouraged to do a self-evaluation, similar to the evaluation engaged in by the pilot colleges in this study. They should be assisted in this evaluation by a consultant from one of the colleges which has a student personnel program of recognized excellence. When any college perfects its programs to a level of excellence or distinction, it should be added to the national honor roll.

5. Staffing: All other efforts will be to no avail if you don't provide an adequate supply of competent staff. An adequate supply of staff will not be difficult to obtain if we are courageous. It will be nearly impossible if we accept half-way measures.

Let's select ten to twenty universities or colleges which will develop imaginative programs of student personnel staff preparation. Arrange for each of these senior institutions to work in partnership with a cluster of junior colleges which will serve as their laboratories. Through this partnership let's develop preparation programs for (1) student personnel leadership, (2) counseling staff, (3) specialists in admissions, testing, student aid, student activities, student health, etc., and (4) advisors. Let's develop these programs so preservice and in-service programs are almost indistinguishable. And let's make internship experience the heart of the program.

6. Research: Even our best student personnel programs fall far short of the ideal. They are grossly inadequate for meeting increasing enrollments, societal and technological changes, adult enrollments, and com-

munity services. In short, they are inadequate for open door colleges with programs appropriate for the majority of youth and adults.

We need to introduce major innovations. Innovations should be logical outcomes of research studies.

We haven't conducted nearly enough evaluative studies, and we must start this activity without further delay.

The California junior colleges have launched an intensive program of cooperative institutional research. If they are successful they will make program improvement a science, not a phenomenon. California hopes other states will extend their pioneering effort in this field.

7. Demonstration Centers: I believe we must visibly demonstrate what strong student personnel programs can do.

Therefore, I recommend that demonstration centers be established, perhaps in conjunction with the programs for preparing student personnel staff.

I recommend further that impact studies be conducted to demonstrate in quantitative terms the value of support invested in student personnel programs.

In summary, these seven points are all the response to Dr. Raines' study that I could crowd into the time allotted on the convention program. What we must do is clear—so let's get at it.

In assigning my responsibilities on this program, Terry O'Banion asked that my remarks be directed toward completion of five sentences which he provided. So that the record will not disappoint him, here are the questions and their completion:

1. "It seems to me, what you have really been saying is that..." We have a big, important challenging job to do, and presently we're not doing it well.

2. "If what you have suggested is true, then..." We must carry out the recommendations of this study without delay.

3. "To implement your recommendations will require..." demonstrated belief (nationally, statewide, and locally) that student personnel services are pivotal to effective junior college operation; we say this now, but we don't practice it in many colleges. Let's practice what we preach.

4. "Ten years from now, I predict..." we will still be struggling with these problems, they will be even more pressing and intense, and someone may even suggest a reappraisal study to evaluate a decade of progress, or lack of it.

5. "How do you hope to accomplish (the achievements of ten years)..." through plans developed by the AAJC Student Personnel Commission.

I hope your predictions, Max, are fulfilled. I think the study demonstrated we all stand ready to pitch in. Tell us what to do.

# FORUM 5

## The New Curriculums

# JUNIOR COLLEGE TRAINING FOR PUBLIC SERVICE

By Dennis O'Harrow, Executive Director
American Society of Planning Officials

Quite fortunately, I can start this short paper with a quotation. The lead article in the February, 1966, issue of the Kiplinger magazine, Changing Times, is titled "Tomorrow's Jobs -- Where the Best Will Be." The very last paragraph of the article states:

"Government: Growingest growth industry of all, with big expansion in education, health services, hospitals, sanitation and police. Local governments, cities, counties, states, school districts -- will account for most of the job increase; no appreciable expansion seen in federal manpower requirements."

Whether it is actually the "growingest industry" I haven't tried to verify, but government certainly is large and is growing. The present civilian employment in government is between 10 and 11 million -- about 14 per cent of the total employment in the United States. This is approximately the same number as those who work in all durable goods manufacture; it is more than those in all retail trade, and more than the number in the combined fields of agriculture, mining, and contract construction. And government employment is growing more rapidly than total national employment.

My assignment today is to propose that you, as administrators of junior and community colleges, look at the opportunities for occupational training in public service. In my allotted time, I can only give the subject a once-over-lightly treatment, but I will be happy to try to answer questions or discuss it further afterwards.

First, I want to narrow the field to public service with state and local -- especially local -- agencies, and to those jobs not connected with teaching. This brings the total public service employment figure down to about 4 million, but still considerably more persons than are employed in wholesale trade, or in the manufacture of both electrical and transportation equipment -- including automobiles -- or in the manufacture of both food products and apparel. Incidentally, to compare with a field in which I know you are working, state and local, noneducational, public service is nearly three times as great as the employment in hospitals in the United States.

So much for the gross dimensions of public service employment.

The second important fact to point out is that professionalization in public service has increased rapidly since the end of World War II. It would be difficult to document this completely but I can give you two figures that indicate the trend. In 1940, there were a half-dozen universities in the United States offering professional training in city and regional planning. They graduated about forty students each year. This year, planning degrees will be awarded in forty-six universities, who will confer nearly 500 degrees in professional planning this June.

The best general indication of professional public administration in the city is its adoption of the city manager form of government. In 1940, there were 302 city manager cities over 5,000 population. At the latest count, there are 2,007 such cities, and the number is now increasing by about 100 each year.

All of this means -- and I am sure you know this -- the skills necessary to manage and operate cities, counties, and states, are not something that any person who votes right can be assumed to possess.

Professionalization -- I shall not try to define the term -- has taken place all through the public service. Besides city managers and city planners, there are professionals in public finance, public personnel, public health, police, fire, welfare, public housing, urban renewal, public works, traffic control, assessment. In some of these occupations there are, of course, analogous private professions. Yet each one differs markedly from its private counterpart. In spite of the occasional pompous pronouncement to the contrary, operating a government is not the same as operating a private business, and a public service professional is not the same as a private enterprise professional.

The next point in my exposition is that there are not enough public service professionals being created to handle the work we have now. The shortage in the future, with the prospect of 100 million new urban residents before the end of the century, will be overwhelming.

The problem is similar to, and the resulting solution is the same as, in the private professions. You have four options: (1) you can overwork the professional and thereby reduce his effectiveness; (2) you can under-utilize him by requiring him to do work that can be done by a less highly trained technician; (3) you can have the semi-professional jobs done improperly by inadequately trained persons; or (4) you can just forget about having the work done at all.

I am sure you are familiar with these undesirable options. The problem is the same that has faced the medical profession, the problem that you in the community colleges are already trying to solve.

As some of you may know, a small committee of members of my own organization, the American Society of Planning Officials, met for a day and a half in January with an American Association of Junior College committee of community college presidents. Our original idea was to encourage colleges to undertake the training of technicians for planning, renewal, and code enforcement agencies, where the shortage of personnel is probably relatively more acute than in any of the public service occupations. However, as the meeting progressed it was obvious that the total needs were much greater than we had thought, so that the discussion developed into a coverage of the whole range of public service, except education. However, we had included on our committee a city manager, an urban renewal director, and a trans-

portation and highway consultant, who were able to document the needs in the other branches of public service.

We know from the detailed management studies we have made in cities throughout the United States that there are dozens of job classifications and thousands of positions that could be filled by public service technicians trained in properly designed two-year courses of study at the junior college level. I have prepared a list of these jobs -- which I am certain is incomplete -- to give you an idea of the field: public management administrative aides, zoning and subdivision technicians, statistical technicians, computer technicians, building inspectors, assessors, traffic engineering aides, urban renewal technicians, housing code enforcement officers, public housing managers, community organization workers, welfare and family assistance workers, recreation supervisors, park operation technicians, public finance technicians, public personnel technicians, public records technicians, protective services: police and fire, public health personnel (administration and technical) environmental health technicians (water supply, sewage treatment, solid waste disposal, air pollution abatement), library assistants, engineering aides, draftsmen, cartographers, surveyors, photogrammetric technicians.

One question that I got at the January meeting was "How many openings are there at present in planning and zoning departments for a junior college trained technician?"

My answer had to be "None," if you go by job descriptions. Because there ain't no such animal, and no one sets up qualifications for something that does not exist. But if on May 1, by some magic, you could tell me that on June 15 you would graduate 500 such technicians -- I would guarantee to produce 1,000 jobs for them.

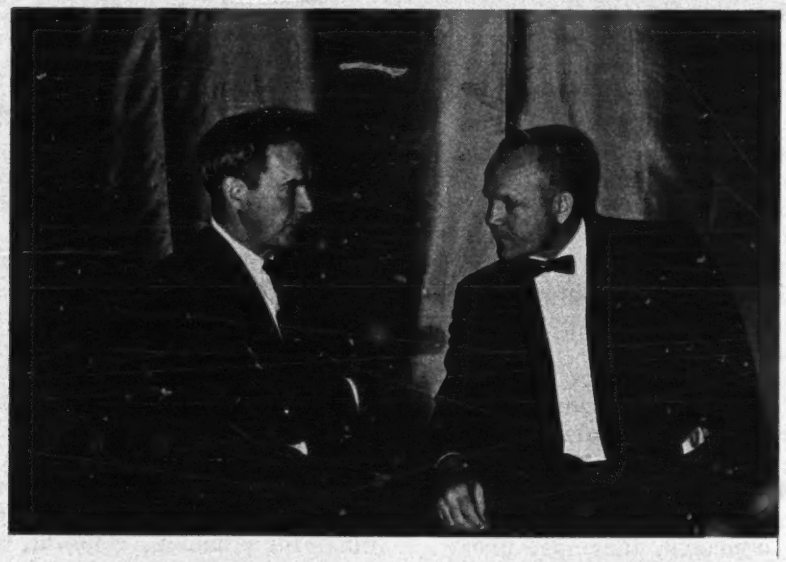
Public service is a big field -- probably as large as any of the occupational training fields in which you now operate. And, in my opinion, it is just as important as any of them. In ten minutes I cannot possibly describe all of the implications or touch on all of the problems. But I want to close with a very brief description of the four types of training and curriculums in public service that I believe are appropriate for the community college.

1. A new two-year terminal program for specific public service technicians, such as the zoning technician, the building inspector, the assessor, the recreation supervisor.
2. An orientation toward public service in some of your current terminal occupational training programs, such as engineering aide, draftsman, computer technician.
3. In-service training programs in practically every aspect of public service.
4. The introduction of new courses, and a new orientation in some of your existing courses, in urban affairs and urban problems in the two-year transfer programs, such as urban history, urban sociology, public administration.

I realize that I have probably stirred up more questions than I have answered. I know that even in my own mind there are many unanswered questions. But in my mind there are no doubts. I know the need, I believe in the importance, and I have confidence in the ability and facilities of the community college to contribute.

Because there has not been time, I have said nothing about those colleges that have already started training students for public service occupations. I know, for example, that community college training in police work has a good start and is increasing. I know of the experiments in training planning assistants in Baltimore and Oakland. And I am sure there are others. More power to these schools. But we need still more programs, and many more, hundreds more.

Finally, I would like to say that I can think of no better way to earn the title of community college than by helping to train and up-grade the people who are going to administer and improve the community in which your school is located.



# FORUM 6

## From Junior to Senior College

# RECORDER'S SUMMARY: FROM JUNIOR TO SENIOR COLLEGE

By Louis Bender, Recorder

Opening remarks by Forum 6 Chairman, James H. Nelson, director, National Project for Improvement of Articulation Between Two-Year and Four-Year Colleges; and dean of instruction, Golden West College:

The American Council on Education has just published a statement entitled Guidelines for Improving Articulation Between Junior and Senior Colleges. It follows close upon the heels of another A.C.E. publication, From Junior to Senior College: A National Study of the Transfer Student. The two, intended as companion publications, focus upon the progress and problems encountered by junior college students after transferring to senior colleges and universities, including the transfer process itself.

Development of the guidelines statement published by A.C.E. spans nearly ten years during which the Joint Committee on Junior and Senior Colleges exercised continuing leadership. This committee, representing the American Association of Junior Colleges, the Association of American Colleges, and the American Association of Collegiate Registrars and Admissions Officers, was created to seek solutions to common problems. It 'zeroed in' on problems of articulation between junior and senior colleges from the beginning and it has persevered in its efforts to facilitate the flow of students between junior and senior colleges.

As you undoubtedly know, the joint committee played a significant role in the initiation of a major investigation entitled, Factors Affecting Performance of Transfer Students From Two to Four-Year Colleges: With Implications for Coordination and Articulation. This important research supported by the U. S. Office of Education and conducted through the Center for the Study of Higher Education, University of California, Berkeley, has come to be known as the Knoell-Medsker study. Recognizing the significance of the study and the desirability of widely disseminating its major findings, the joint committee, acting through AAJC, sought and obtained financial support for a one-year project from the Esso Education Foundation. This project was carried forward during the calendar year of 1965 and on December 31 it was officially completed. The project provided opportunity through ten state conferences for review of major findings from the Knoell-Medsker study as well as field-testing of "A Tentative Statement of Guidelines for Improving Articulation Between Junior and Senior Colleges." More than 550 individuals representing some 346 collegiate institutions and educational agencies participated in these conferences. All conference participants were asked to consider the statement of tentative guidelines in relationship to the actual articulation problems in their respective states while keeping in mind the appropriateness of the statement for possible use at the national level. Many worthwhile suggestions have since been incorporated into the statement published by A.C.E.

Since each of you received a copy of the published statement as you entered or may obtain a copy before leaving this forum, there is probably little to be gained from its recital at this time. Instead, may I simply review with you the major problem areas to which the guideline statement addresses itself and then invite each of our panelists to express their reactions to the guidelines and suggest ways of implementing them.

The first problem area in the guideline statement is admissions. Undoubtedly we are going to see a continuing and dramatic increase in the number of junior college students seeking admission to senior colleges and universities. Careful articulation will be essential if students are to be assured a smooth transition from junior to senior colleges. Do the guidelines in this section of the statement hit the mark?

Evaluation of transfer courses is the second major problem area in the guideline statement. Are these guidelines adequate, if implemented, to protect both the interests of individual students and the integrity of individual institutions?

A third section of the guideline statement deals with curriculum planning. Have the major pitfalls of curriculum articulation been anticipated here?

Advising, counseling and other student personnel services are the focal point of section four. Have these guidelines been addressed to the most serious student personnel articulation difficulties and will they direct us toward realistic solutions?

Finally, guidelines pertaining to mechanics and procedures of establishing and maintaining effective articulation have been set forth in section five under the general heading, "Articulation Programs." Do these guidelines pin-point some of the essential features of good articulation, and if so, how can they be supplemented?

Our primary concern in this forum is to consider the problems posed in seeking to implement these guidelines. Our panelists have been asked to express their views about the guideline statement and to recommend ways by which it may be implemented.

(Chairman Nelson introduced Lloyd M. Bertholf, president, Illinois Wesleyan University.)

Summary of Dr. Bertholf's comments: The junior college is here to stay for it is an established part of the higher education community. Its role in meeting the challenges of the modern age in our society will continue to expand. It is fitting, therefore, that attention be given to the interworking relationships between the junior college and the baccalaureate institutions.

In Illinois the articulation conference directed by Dr. Nelson was held at the University of Illinois, May 27

and 28, 1965. That conference enjoyed enthusiastic support and a committee on cooperation was asked to appoint an ad hoc committee to consist of twenty to twenty-five individuals in both junior and senior colleges, public and private, that would work for state-wide co-ordination.

That ad hoc committee has been established and is now at work in Illinois. It has arranged for a state-wide conference to consider the next step. Invitations were sent to all post-secondary institutions in the state asking that representatives be sent. The meeting has been set for April 28 and 29, 1966 at O'Hare Inn, Chicago.

The objectives of that conference have been outlined to be:

1. To analyze the findings of the May conference;
2. To formulate additional recommendations for action;
3. To take steps toward the implementation of these recommendations;
4. To establish a permanent organization for articulation, if one is desired.

Some of the present practices among Illinois institutions are predicated upon these assumptions:

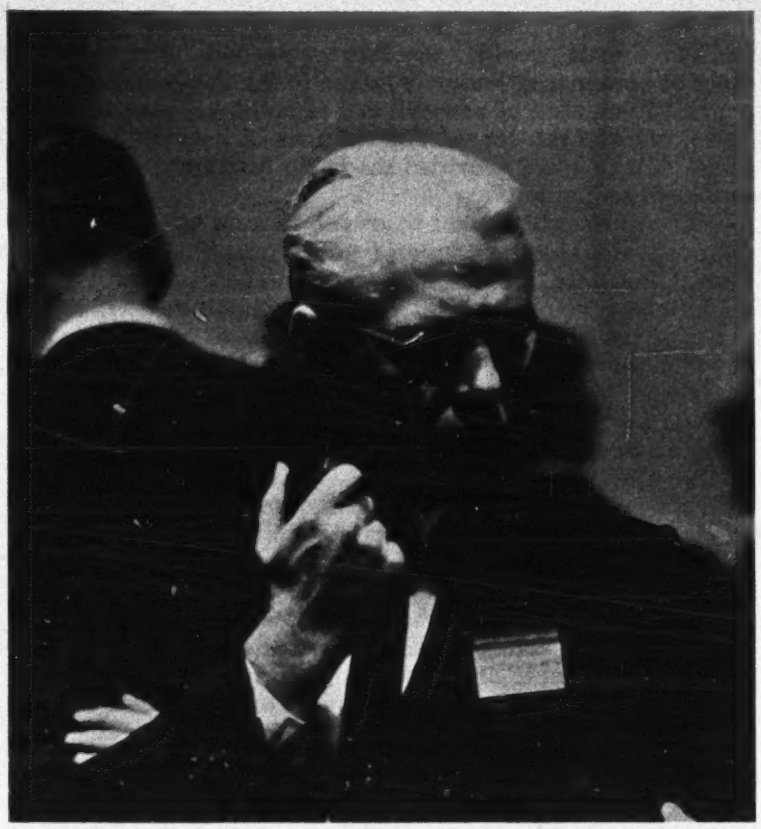
1. The welfare of the student must be the main concern. Students must not be the victims of institutional pride where traditionally some loss of credit has been expected because of the local institution feeling that other courses of study cannot be of the same design and quality. Students lacking finances must not be humiliated and every effort should be made to render financial assistance by the receiving college;
2. It is assumed that there is recognition of the partnership of private two-year and four-year colleges to serve their respective areas. The four-year institutions must recognize that their junior college colleagues serve an important segment of the student population and can contribute to the over-all objectives of the four-year institutions. The junior colleges, on the other hand, must avoid imitating any one type of four-year college. They must not neglect the goal of liberal education while providing vocational preparation. These colleges should embrace breadth of curricular offerings, development of student personality, appreciation of multi-cultures, participation in a wide spectrum of activities and appreciation of human interests and social concerns.

The State of Illinois considers its various institutions as full-fledged members of the higher education fraternity. The two-year institutions will turn to the public four-year colleges, becoming feeders to them, if the private four-year institutions do not respond to the need for voluntary cooperation and interworking relations.

(A paper prepared by Dr. Clyde Vroman, director of admissions, University of Michigan, was read by his colleague, Dr. Ralph Banfield.)

Dr. Vroman's paper: The following observations about the Guidelines emerge from my three functional involvements in this project: (1) As an A.A.C.R.A.O. member of the joint committee for the national study since its beginning, (2) as an active member in one of the ten pilot states; and (3) as the admissions officer of a major university which participated in the study.

1. The study as viewed by A.A.C.R.A.O.:
A.A.C.R.A.O. views this study, its publications, and the guidelines with considerable satisfaction and pride. The study has fulfilled our fondest hopes. It clearly is a breakthrough and an enduring bench mark in the field of articulation studies between the junior and senior college segments of U. S. education. Through the work of this study we have been able to demonstrate at the national level the kinds of cooperative efforts and fruit-



ful outcomes which are possible when educational leaders at both levels join in sincere efforts to achieve improvement and chart constructive actions. The outcomes of these several years of dedicated efforts are immeasurably greater than if we had worked separately from each other.

The challenge now is one of implementation. It is indeed fortuitous that these guidelines are complete and ready for use in the very year that the crest of the 'tidal wave' of the postwar population increase is ready to pass from the junior colleges to the senior colleges -- fall, 1966! Some states and some institutions are ready for the crucial period ahead; many, perhaps the majority, are not. The real test of our project will come in this impending next phase, when it is imperative that we achieve the fullest possible understanding and use of the guidelines. Here our three sponsoring associations should still carry the leadership and initiative roles. I know that A.A.C.R.A.O., both at the national level and through its 31 state and regional associations, will make every possible effort to achieve the basic purposes of the national study and fullest possible application of the guidelines. There are some areas of articulation which are the primary responsibility of A.A.C.R.A.O. On the other hand there are other even more basic areas such as curriculum and instruction which are the unavoidable responsibilities of AAJC and A.A.C. It would be most unfortunate if the guidelines were to be viewed as the sole or even primary province of registrars and admissions officers. The guidelines must continue to be a mutual responsibility.

2. The study as viewed by a participating state: Michigan deems itself most fortunate to have been one of the ten pilot states. From the beginning we sensed the unusual potentials in the study. We entered it with high expectations, and these have been realized. Each of our participating institutions has benefited extensively, for we have gained so much more than if we had worked on isolated ventures of our own. Not only do we have all the invaluable research data and publications, but of equal importance, we have had a very fruitful experience working together on this study.

The two-day project conference held in Ann Arbor on May 10 - 11, 1965, followed by our own annual state Junior-Senior College Articulation Committee Conference at Petoskey on June 24 - 25 gave us the opportunity to put the proposed guidelines through a penetrating, workshop test. They came through with flying colors, for they had been so carefully and soundly developed that only occasional bits of clarification and refinement were possible or needed. Thus the guidelines in general now have the enthusiastic endorsement of our Michigan group. They are accepted as a set of principles which we feel provide a base for systematic study of unsolved problems and for cooperative action at the state level and within our individual institutions.

There are, of course, a few areas in which complete agreement has not been reached, but the study and the guidelines have created such an ideal factual foundation and genuine climate of goodwill and mutual confidence that the essential conditions are present for consistent and fruitful reduction of these differences. The current burgeoning of community colleges in Michigan will surely be fortified and assisted greatly by the full and judicious application of the guidelines.

3. The project as viewed by a participating university: At the University of Michigan we are extremely grateful for the study and the guidelines. For several decades we had been doing our best to accomplish many of the same purposes, and with some measure of success. However, there is no comparison between what we as one university working largely alone were able to do and what has been accomplished cooperatively within this project. We now have data about our students, and students in other institutions in Michigan, which we did not have before. The guidelines to a large extent are similar to the basic philosophies and principles which we had already developed by ourselves and by working within the Michigan A.A.C.R.A.O. However, the breadth, depth, scope, finances, and most of all the professional competence of the national study, made outcomes possible far beyond what could have been done alone by one university.

We at the University of Michigan intend to use the results of the study and the guidelines in every way possible. For example, just next week, on March 8, we are holding our annual Community College Counselor-Student Conference at which there will be an intensive series of program events which center on many of the principles and purposes of the guidelines.

Recommendations: In spite of all the accomplishments of the national study and the potentials of the guidelines, the vital test is what happens to each individual student involved in transition from a junior to a senior college. He is completely dependent on the initiative, and services of his two institutions. Hence, it is imperative that every U. S. college involved in the articulation and transfer processes be organized to render efficient services to its students. Here are some of the basic criteria for evaluating your institution's posture and program; how do you rate on them?

1. Do you have a defined and stated philosophy and program of articulation for your institution?
2. Have you assigned the responsibilities for articulation to specific professional and faculty personnel?
3. Have you formulated an action program of studies and events to accomplish articulation?
4. Have you budgeted the funds to support the program?
5. Does the evidence prove that the program is working successfully?

How do you rate your institution on these five criteria?

I have saved my most important observation and recommendation for the last because I feel it is of paramount importance. It is this: Although the guidelines are

generally excellent as stated above, they are only an addition to the fundamentals and principles of U. S. higher education; they do not supersede or vitiate long-standing components of institutional and faculty authority, responsibility, or operation. There is real danger that people with inadequate experience in higher education and/or articulation will attempt to legislate or impose various guidelines on groups of colleges. The faculties of each of our junior and senior colleges cannot and must not abrogate their basic responsibilities for curriculum, instruction, and quality. Viewed in their proper light and role, the guidelines, when supported by the requisite research data, can help each faculty to maintain and discharge its primary obligations. One of these, of course, is to work cooperatively with other institutions in search of reasonable and practical compromises whenever there are major differences and problems. It is in this area of harmonizing institutional disagreements that the guidelines will find their greatest test. But it is in the wealth and climate of constructive ideas and goodwill that the guidelines rightfully become a much-needed cornerstone for the imperative articulation of U. S. junior and senior colleges.

With the completion of the national study and the guidelines the first phase of our task is gratifyingly complete. Now the real and arduous work of universal dissemination and implementation must be done. Let us get on with it!

(James L. Wattenbarger, director, Division of Community Junior Colleges, Florida State Department of Education was introduced.)

Dr. Wattenbarger's remarks: The development of Guidelines for Improving Articulation between Junior and Senior Colleges marks a milestone in the increasing concern higher education faculties have for individual student growth and development. The creation of these statements represents a long series of events extending over almost ten years and illustrates the part that leadership from national organizations can play in overall educational policy.

From 1957, when the late Jesse Bogue asked me to serve on a committee which would seek ways to improve transfer between junior and senior colleges was until 1966 when this excellent publication of guidelines is made available, there were several major concerns which have been foremost in the minds of the committee members:

1. The future direction of educational structure in the United States is clear: Most of the youth and adults in the nation will need educational opportunity beyond the twelfth grade level, and the development of community junior colleges will provide this opportunity to the greater portion of those citizens who desire it.

2. The majority of young people who will receive B. A. degrees will move from high school to community junior college, and from community junior college to the four-year degree-granting institutions; therefore, facilitation of student transfer becomes more and more important with each passing year.

3. The increase in knowledge, the attendant reorganization of subject disciplines, and the major changes in subject matter scope and sequence will require the very best consideration and planning on the part of the profession. The alternatives definitely are detrimental to the students.

4. The ultimate purpose of education at all levels is to enable the student to learn and to grow and to become.

These concerns are no doubt accompanied by many others, but they seemed to us to be the major motivating factors. The Committee on Junior-Senior Colleges attempted to approach the problem carefully and soundly. We asked for research; we asked for evidence; we asked for imagination and creativity.

The study you have no doubt read by Dr. Medsker and Dr. Knoell provides the data we needed. The development of community junior colleges in the various states provided evidence of concern and of solutions proposed. The pooling of the considered opinions of literally hundreds of educators provided the basic document which you now have as Guidelines.

Each institution must approach its own solutions to the problems associated with transfer and student progress. However, common understandings and useful guidelines developed within a state, within a region, and even for the United States as a whole are of importance. A commonly accepted principle of administration is that decision-making and responsibility should be closely associated. If general procedures are agreed to within systems or states, or even regions, much student grief will be alleviated or eliminated.

In Florida we have been working for ten years now under the general leadership of a special committee appointed by the State Board of Education to develop a sound program of articulation. This committee has representation from several levels of education -- high schools, junior colleges, and universities. It works in all areas related to articulation. It has developed and implemented several major policy statements regarding transfer and associated problems of curriculum. It sponsored the Florida conference associated with the National Project which developed the guidelines.

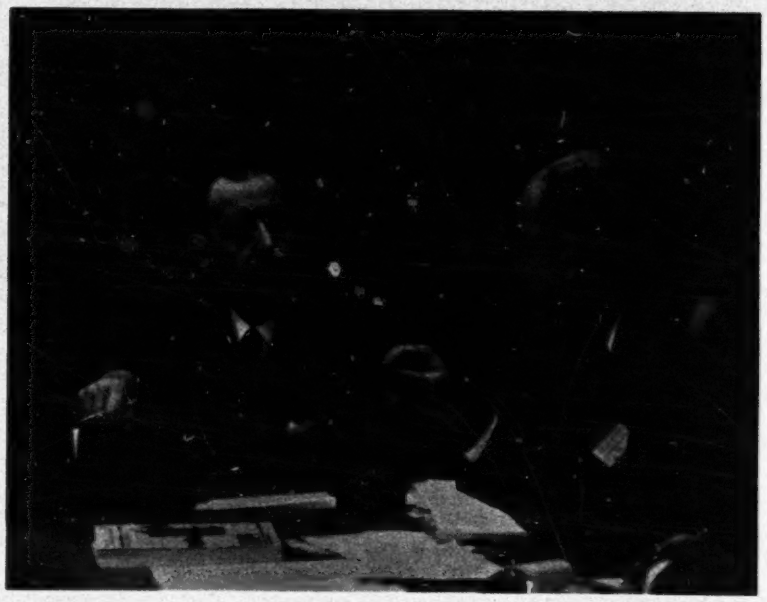
The next steps undoubtedly will be the responsibility of this committee. We plan several activities:

1. Since 1955 the University System has maintained a limited admission policy. High school graduates must score on a senior placement test in the upper 40 percentile ranges to be admitted as freshmen. Graduates of a junior college, however, are admitted without reference to this senior placement score. We will continue this.

2. The general policy followed by the university system is to specify the graduation requirements for the baccalaureate degree to transfer students and to accept all previous junior college work (with satisfactory grades). No questions are raised about the acceptability of junior college courses if they have been designed for transfer purposes.

3. Communication between junior and senior college has improved considerably and will need continued attention.

4. An advanced placement policy offers opportunity to superior high school students to progress as rapidly as they are able.



5. Task forces and planning committees are working in a number of subject areas. Statements developed by these committees include:

a. Statement of competencies needed or expected of junior level students;

b. Statement of facilities (if needed specially) used in freshman and sophomore courses;

c. Statement of general qualifications needed by freshman and sophomore faculty.

6. The committee has become a clearing house for all information regarding curriculum development. University or junior college will send copies of changes etc. for redistributing to all institutions.

7. We will need to improve the orientation of junior college transfer students and other transfer students to the university.

8. While we believe the most effective procedures are basically voluntary, the legal basis for the committee itself and the boards to which it reports provides a legal basis that hovers in the background of its recommendations. Procedures definitely are voluntary; implementation may have a legal backing.

These are a few of the ideas we have for following through on the guidelines. Continued alert attention will be required if students are going to be able to move from one level to another without unnecessary and unwarranted road blocks. We have a grave responsibility.

(Budd E. Smith, president, Wingate College, was the next speaker.)

Dr. Smith's statement: A joint committee representing four state-wide agencies or associations in higher education is sponsoring a series of conferences to lessen problems facing transfer students. It is hoped that the proposed guidelines prepared by the national committee can become guidelines for North Carolina. Some adjustments will be necessary as an effort is exerted to protect the program of each institution, thus cutting to a minimum the idea of "copy cat" as sometimes found in the junior college. The steering committee represents the North Carolina Association of Colleges and Universities, the North Carolina Association of Junior Colleges, the North Carolina State Board of Education, and the North Carolina State Board of Higher Education. The members of the committee come from private and public two- and four-year institutions.

Research has been conducted by a committee on transfers, since 1961. The great variety of institutions and the specific philosophies of each college have made the job a very delicate and troublesome one. The various requirements for the first two years of colleges as found in our colleges is of great concern. Some of our senior colleges limit the number of transfers and others seem to care very little. We hope this will be changed by the activities of our committee.

The planning sessions and programs of the committee include the following:

1. An address by Leland Medsker to representatives of all North Carolina colleges served as a "spring board" for improving relations.

2. A second conference bringing together the academic deans from all colleges heard Frederick Bolman.

3. Each dean nominated faculty members from his college representing admissions, biological sciences, English, foreign languages, humanities, physical sciences, mathematics, and social sciences for consideration by the steering committee in forming steering committees for each area. Twelve will be chosen for each articulation committee.

4. The articulation groups will meet on April 1 for discussion and further plans.

5. State meetings for all areas are planned before the fall of 1966. Each group will study the guidelines of the national committee.

The guidelines will be used and each institution will be encouraged to cooperate and come together with an acceptable program for all transfers without any penalties to the student. We shall put forth a special effort in attempting to understand the climate of each four-year campus as it relates to the climate of the specific two-year campus. The fact that North Carolina has a great number of two-year private colleges (all accredited) is of concern and must be considered. However, we are working together as a team to solve a very difficult problem.

We know that transfers from the private two-year colleges has been a pleasant experience for many years, and yet there are real problems of adjustment to the campus climate.

(Frederic T. Giles, coordinator, College Relations, University of Washington, was introduced.)

Dr. Giles' remarks: The Guidelines for Improving Articulation Between Junior and Senior Colleges represents the framework and understandings which have guided the articulation activities in the state of Washington.

However, participation in the guidelines study has assisted by reducing the amount of time required to move to the next step, that of developing an organization to specifically be concerned with statewide articulation and coordination activities.

Presently, a study is being conducted by institutional representatives to determine those facets of articulation which can most effectively be carried out on a statewide basis; those facets which can best be conducted on an institution-to-institution basis and those facets which require task force handling as they arise.

Some activities which are being considered for a statewide basis are:

1. Coordinated feed-back information to colleges about their students who transferred to another college.

2. General pattern for acceptance of lower division requirements among institutions of the state.

3. Statewide conferences by academic disciplines.

4. Statewide articulation conferences.

5. The adoption of the Guidelines for Improving Articulation as an official basis for institutional programs and regulation.

The institution-to-institution relationship has developed to a high level of cooperation. More effort is being put into the faculty relationships in the various disciplines. A major concern is for adequate placement of students who transfer in order that they have opportunities for progressing towards their goals successfully after transfer. Yet, it is deemed very important that institutional individuality must be maintained so that no segment of higher education is in the position of dictating educational policy for other institutions.

Some questions or concerns:

1. How can personnel in all institutions be kept informed about developments in individual institutions?
2. How can academic programs be coordinated without discouraging experimentation and creative change?
3. How can students be given opportunities for mobility without jeopardizing the quality and quantity of their program?
4. What type of organization is best suited to the program of articulation and coordination?

(William G. Dwyer, president, Massachusetts Board of Regional Community Colleges, was the next speaker.)

Dr. Dwyer's address: The transfer function of articulation has not been a major problem; a fairly liberal policy by four colleges and universities has governed the acceptance of credits and the recognition of grades. The private junior college in New England has enjoyed a long history of successful transfer, primarily to private colleges and universities. A recent development is that of the publicity supported community college, with graduates wishing to transfer to the state institutions. The University of Massachusetts has issued a statement that transfer students from the state system of community colleges will receive priority over entering freshmen. Such confidence in the transfer student is based on a five-year record of success.

The problems in articulation:

1. Change of status from commuter to resident;
2. Adjustment from small classes and personal faculty relationships to the impersonal environment of the large institution;
3. Development of self-discipline; conduct restricted by close ties of family and long-time friends takes odd turns when the anonymity of the crowd offers opportunities for various kinds of expression.

This articulation study statistically confirms what community college administrators have experienced for many years. The guidelines will be invaluable to institutions new to the transfer function and should preclude the need for reliving what experience has already taught.

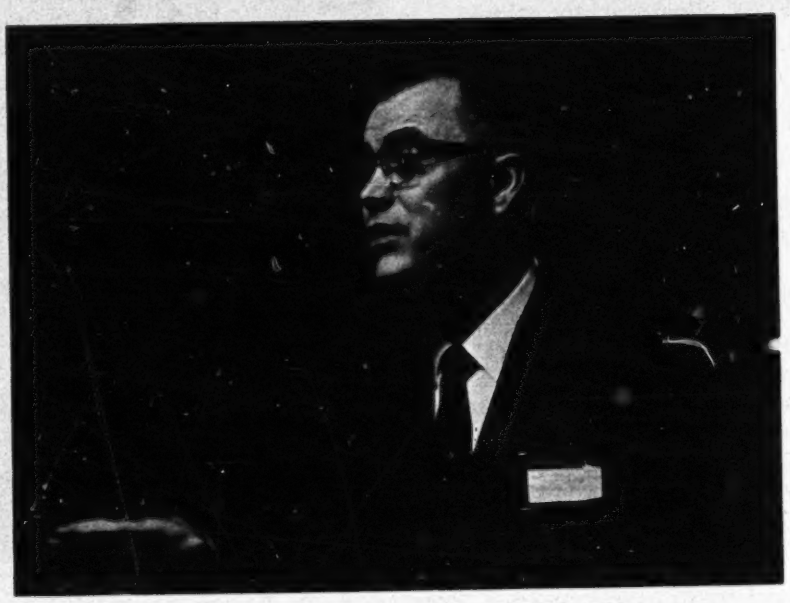
An unfortunate outcome of this continuing attention to articulation and the transfer function has been to focus national attention on this one role of the two-year college; furthermore, transfer in itself is a service and is more logistical than educational. What distinguishes the community college from the first two years of a four-year program is the nontransfer, occupational, or terminal aspect of the college. Our faculties spend much time in identifying transfer subjects; they meet with the faculties of the four-year colleges to assure equality, "in-lieu-of," comparability or parallelism. Would that as much time had been spent on the immediate needs of the students whose formal education will terminate with his two years on our campuses.

Another articulation study is urgently needed: not from the two-year to the four-year college, but from the two-year college to the job! What educational experiences, cultural and occupational, or general and specific, will equip a student to live and work effectively? This articulation is the sole responsibility of the two-year college and we haven't done very much about it!

Discussion: Dr. Gordon Pyle of North Carolina asked whether it was philosophically or educationally desirable to urge junior college students to choose a four-year institution and commit program schedules as early as possible as recommended in guideline 2, page 12, of the booklet. Dr. Pyle felt that this encouraged a cursory proliferation of course offerings on the part of the college and forced the student to tailor his program before he had an opportunity of "self-discovery."

Each of the panelists responded and further discussion of the question followed with general consensus observing that this was meant as a general rather than a specific recommendation. Long-range planning, where possible, was felt to be desirable on the part of the student, while the need for the institution to coordinate its curricular offerings was acknowledged.

Recorder:
Louis W. Bender, Director
Bureau of Community Colleges
State of Pennsylvania



# FORUM 7

## Repairing Student Deficiencies in English

# REMEDIAL ENGLISH IN THE JUNIOR COLLEGE: STUDENTS, PROGRAMS, PLANS

By Marvyl Doyle, Department of English
El Camino College

Our subject today is repair or remedial English in the public junior college. We are talking about a course or group of courses which have been created to meet demands of a substantial number of students who enroll in junior colleges, especially in those colleges which have open door admission policies. While the open door policy means that we in the junior colleges have a higher percentage of students who require remedial courses in English, these courses are to be found in many four-year colleges and universities too. The problem is not limited to the junior college. That the course is important can best be indicated by noting that more and more colleges are establishing remedial English curriculum. At present over one-half of the junior colleges have such courses.

Our first task is identifying the students who require remedial work. Superficially the task is an easy one, but actually we do not know very much about the "remedial" students. We lack knowledge concerning their potentials, their aims in attending college, and their attitudes. General characteristics of remedial students can, however, be readily ascertained.

1. They are students who come to us deficient in language skills deemed necessary for successful work in regular college English classes. They lack basic knowledge and understanding in one or more of these areas: grammar, usage, spelling, mechanics; and they lack the ability to write simple, coherent, unified paragraphs. Often their reading skills and vocabulary are also weak.

2. Scrutiny of their high school records rather consistently and generally shows low performance in English courses -- C and D grades. They usually have taken no more English than absolutely required for high school graduation.

3. In most junior colleges, they are selected for remedial courses by a placement test -- the Scholastic Aptitude Test, verbal section; the Cooperative English Test; the Iowa Mechanics and Effectiveness of Expression Test -- or some other test. Students who fall below a cut-off figure are placed in the remedial or repair courses.

4. If one attempts to interpret these students' achievement in English in terms of average grade placement scores, one finds that their average grade placement levels range from 5th to approximately 11th grade. Most of their scores cluster in the 9th to 10th grade range. In other words, as might be expected, some of these students are very seriously retarded in English; but a great many others come quite close to meeting standards for admission to regular college English courses.

5. The remedial student can also be identified as representing a large portion of the total student body enrolled in freshmen English courses at the junior college. In California, for example, remedial students represent over one-half of the first semester freshmen in English classes. Richard Bossone's 1964 study, The Training and Work of California Public Junior College Teachers of English reports on offerings of fifty-four colleges in the fall of 1963. Bossone found 1,023 classes of remedial and review English as opposed to 707 of the regular first-semester English classes.

6. There is one further statement that should be made in attempting to describe these students -- and it concerns their motives for attending college. Here again, we need much more information. These students are often without definite goals. They come to college because parents expect them to come, because "everyone else was coming," because the community expects it. They come because they have accepted the concept that a college education -- or at least "a little college" is an essential prerequisite to obtaining that "good-paying job."

What kind of remedial assistance is presently offered these students? The range of courses is great. There is much variety, too much some experts insist. But most typically -- at least in California -- the student who fails the English placement test is offered a basic English course which, according to Bossone's study, averages out in approximately this fashion:

four weeks of grammar,
two - three weeks of spelling,
four weeks of mechanics,
two - three weeks of vocabulary development,
two - three weeks of paragraph construction.

In addition, some students also elect remedial or developmental reading courses.

The basic English course works out fairly well, or perhaps I should say, better than one might expect -- especially for those students who barely failed to pass the placement test. For example, at El Camino College, where I teach, almost one-half of our basic English students who completed the course in the fall of 1965, passed with grades of C or better. However, one-fourth of the students failed and the other one-fourth received D grades. Nor have we accounted for the drop-outs. I think we are doing a good job, but few of us are content. After all, for approximately one-half of the students, the course was neither a happy nor a satisfactory experience. And, as might be expected, a very high percentage of students who do poorly in the basic English course had placement test scores that indicated severe retardation in language skills. In other words, we knew, or could have identified the day they took the placement test, most of the students who were likely to have difficulty with the course.

What proposals and plans can be made to improve instruction for the junior college remedial student? Many are going to be made in the next few years; all will have to be tested in the crucible of the classroom. Here, then, are a few suggestions:

1. Learn more about the remedial student. In many cases he is a youngster deprived of normal learn-

ing opportunities by his culture, by emotional problems, or by economic pressure. Our books, our methods, our attitudes may not suit his purposes.

2. Since remedial problems are not limited to English, but are common in other disciplines too -- especially mathematics, consider establishing a separate administrative unit to supervise the total remedial program. Such an organizational pattern would allow one administrator to focus his full attention on developing remedial programs for his student body.

3. Develop improved test batteries with junior college norms. We need diagnostic tests not merely placement tests. We need tests that yield sub-scores for spelling, vocabulary, mechanics, grammar, reading comprehension, etc.

4. Remedial courses should be based on evidence that the students in the courses lack and need the skills being taught. The point seems obvious enough, but consider this fact: after taking one of the well-known placement tests, a student otherwise eligible for regular English course work (a bit low, but still eligible) can find himself in a remedial grammar and composition course because he made an excessive number of spelling errors. And in that course, he may get no more than a few scattered lessons on spelling rules and a weekly spelling test. That course is not what he needs. Nor is this situation the only odd one which results from use of placement tests: there are students in grammar courses whose reading skills are so low that they cannot read the directions and explanations.

A sequence of courses can be evolved which allow the student to develop specifically those skills in which he is weak. Courses might well include (a) remedial reading, (b) grammar and mechanics, (c) vocabulary and spelling, (d) basic composition. A student could take one, two, three, or all four of the courses, perhaps no more than two in one semester or quarter. Courses such as these have advantages for administrators, teachers, and, above all, students. The goals of each course are limited and results are more easily determined. Course outlines can be clear, direct, and provide for in-depth attack on a limited number of objectives. The student himself can make sense of the course; its outlines and directions seem clear to him.

Such a remedial program would require textbooks and materials different from those now in use. The tightly organized unit of material with drills and practice exercises in depth would replace the big, amorphous workbook.

Finally, may I stress the fact that the remedial English student in the junior college is our responsibility. We must get over our prissy disdain for him. He needs better teaching, better guidance, better materials, a chance to develop a sense of self-worth, and much more of our concern.

# ON PUBLISHING BOOKS FOR REMEDIAL ENGLISH

By Everett M. Sims, Executive Editor
College Department, Harcourt, Brace and World, Inc.

A few weeks ago the English editor of a large textbook house resolved that he would try, once again, to develop a really successful text for remedial English courses.

This time, he promised himself, he would leave nothing to chance. He would start out with a general plan and then perfect it by talking with instructors who were teaching the course. And he would keep on talking until he had worked out a scheme that promised to satisfy all -- or almost all -- of the people he consulted.

His basic plan was simple enough: a short rhetoric, with a dozen or so writing assignments, and a few readings carefully chosen for length, content, and readability.

He stopped first at a large, well-established junior college where he knew and respected the members of the English department. Within half an hour he managed to find a parking space. Taking that as a promising sign, he made his way to the office of an old friend with years of experience in remedial teaching.

"Well, the plan is sound enough," she said. "In fact, several books based on that same plan came out last year. But it won't do for us. You see, we don't do much with writing. And there aren't enough readings there for a reader. Why don't you just scrap the rhetoric and put together a little reader? I have a couple of essays that always work for me. Maybe you could fit them in. Though I'm not sure they would work for anyone else...."

Excusing himself as graciously as he could, our young editor drove across the valley to another junior college, twenty miles away. There he was told that the remedial instructors did nothing with reading. They spent all their time on writing.

"Why not drop the readings and expand the rhetoric? Better yet, why not program the rhetoric?"

And so it went. At every stop the editor got conflicting advice:

"Forget the rhetoric and concentrate on grammar."

"Forget the rhetoric and the grammar and concentrate on spelling."

"What we need is more linguistics. Why not do a remedial book based on transformational grammar?"

"We never use a textbook. Publishers are ignorant of our needs, and we can't use anything they put out. We prefer to use locally prepared materials anyway. Which reminds me -- I just happen to have a manuscript here you might be interested in."

Lest you dismiss this account as whimsical, let me read you a few sentences from Earle Eley's chapter on "Remedial English Courses," which appeared last year in a report called English in the Two-Year College:

> When asked what method they find most useful in teaching remedial students in English, the most popular response among the chairmen [of the departments surveyed] is "programed learning" -- 14 per cent.... Out of fourteen other possible responses such as "individual instruction," "group discussion," "visual aids," "dittoed materials prepared by teachers," "write daily or very frequently," or even "emphasis on grammar," no significant trend can be seen. No single answer received more than 3 per cent of the responses.

Again:

> The textbook requirements are extremely diverse. Only 34 per cent require the conventional combination of a book of readings and either a grammar or a handbook. Eleven per cent require a book of readings but no grammar; 15 per cent require a grammar but no book of readings. Only 8 per cent require a college dictionary. In only 4 per cent of the courses is imaginative literature stressed sufficiently to make it a textbook requirement.

This spring, by conservative estimate, between 200 and 300 new or revised textbooks will be published for freshman English. Of these, some seventy or eighty will be designed, overtly or covertly, for remedial English. And of those perhaps half a dozen will achieve the level of sales that publishers have come to expect for well-executed texts in standard, established courses.

What happens to the rest? They pile up, neglected, on the bookshelves of the instructors to whom they have been sent for examination. A year from now, just as they are about to topple, they will be swept aside to make room for a new batch of bright-covered offerings.

Many of these books deserve neglect. They were hastily written, poorly edited (or not edited at all), and casually published. Or else, sad to say, they were written and published in cynicism, in the belief that with all those students enrolled in remedial classes almost anything will go.

Some of this year's crop of books will fare somewhat better. Though they won't themselves win substantial adoptions or profitable sales, they will serve as models for next year's crop of unsuccessful offerings. Thus does failure feed on failure.

We have here a strange richness in poverty, or poverty in richness. We can say, on the one hand, that too many remedial texts are being published. Witness the glutted bookshelves in many English departments and the reluctance of many instructors even to look at new offerings.

We can say, on the other hand, that too few books are being published. Too few, that is, that are designed with accuracy and high craftsmanship for specific needs in specific courses.

And obviously the greater the number of indifferent books that are published in a given season, the less

likely it is that the handful of good ones will be recognized and adopted.

There is a very simple, and very direct, relationship at work here. The denser the population of mediocre and poor books, the lower the worth that is ascribed to all books, including the few genuinely good ones. Promiscuity in the writing and publishing of textbooks leads to a cheapening of the entire enterprise. And the ultimate victim of that cheapening is the remedial student himself, who finds that his needs -- painful, baffling, and mysterious as they are -- go unmet.

But we must be charitable here. The authors of remedial texts are seldom irresponsible people. Most of them truly believe that they have a contribution to make, that they have something to offer, that they are in possession of -- if not the whole truth -- some little part of it.

And they would be less than human if they did not respond to the urgings of importunate publishers. An English instructor who has never written a book is bound to be impressed, is bound to have his head turned just a bit, when he discovers that half a dozen publishers are prepared to offer contracts on the basis of a two- or three-page outline.

Nor must we be harsh on the publishers. Most of them take very seriously indeed their responsibility to the educational community. They want desperately to publish first-rate books -- books that will serve the remedial student no less than the doctoral candidate. As businessmen they are hardly eager to invest their corporate funds year after year in books that have only a meager chance of success. But they must keep trying. With the patterns of instruction as confusing and as parochial as they are, with attitudes toward instructional materials as conflicting as we have seen them to be -- indeed, with the needs of the remedial student himself so ill-defined and unanalyzed -- the publisher has no choice but to keep trying. Out of a variety of offerings, perhaps one or two will be on-target.

Many of the techniques that a publisher can use to good purpose in developing texts for other courses are denied him when he turns his attention to remedial English courses. For example: When a publisher sets about developing an introductory chemistry text, he can move with some confidence. He knows that there are one-semester and two-semester courses. He knows that there are courses for majors, courses for non-majors, and courses that serve both. He knows that there are courses especially designed for students who will be going on to nursing, medicine, or dentistry. He knows fairly well what the prerequisites for all these courses are, and so he can judge with some accuracy how rigorous a text for a particular course can be. So, as he makes his plans, he knows the general limits, the general constraints, within which he and his author must work.

And then, when the author has prepared a manuscript in draft, the publisher can call on three or four academic reviewers -- men who are familiar with the specific course for which the book is being written. And he can expect those reviewers to respond out of some community of experience and need. True, there will be differences from one college to another, but, in general, chemistry courses, say, for nurses cover pretty much the same material and are marked by pretty much the same rigor.

The publisher can even undertake a preliminary edition of the book and have it tried out and refined before publishing it formally.

Now all this doesn't necessarily add up to a successful book. Many chemistry texts fail, even those that have been carefully planned. But at least the author and the publisher have a great many signs to guide them. Their job is to read those signs intelligently and perceptively. And if they do, chances are they will come up with a reasonably effective text, and perhaps a great one.

But few of these possibilities are open to the publisher of remedial English texts. There is no real community of experience or need. There is no consensus on rigor, or content, or purpose. There are, indeed, by definition, no prerequisites -- except perhaps the students' lack of prerequisites for the regular freshman English course. The publisher could, of course -- and some of them have done so -- prepare preliminary editions of remedial English texts. And I for one think that publishers might well consider doing that more often. And yet there is a very real chance that experience with a preliminary edition might lead the author to strengthen those very features that make the book most suitable to the local situation in which it was first written, and in so doing diminish its appeal to a wider audience.

Clearly, the art of writing and publishing remedial texts is still at a very primitive level. All of us -- you in the junior colleges who write and use them, and we who publish them -- have a great deal to learn. We may some day discover that books aren't the answer at all. I haven't spoken about the possibilities of non-book or modified-book materials -- the rich store of audio-visual, the promise of programed texts, the rewards of directed and nondirected group discussion. For some students, in some schools, salvation may lie in one of those directions.

But, given the primitive state of the art of making books, I marvel that so many genuinely useful, imaginative, ingenious, valuable remedial English texts have been written by you and published by us in the last few decades.

And I am confident that -- with the vigorous efforts of reflective teachers like Dr. Doyle and Dr. Eley, and with the determined support, in research, in administration, and in supervision, of the AAJC -- more and more well-conceived, well-written, and well-published books will appear with every year that passes.

The remedial student need not despair. Indeed, he may even discover, one day, that he is remediable.

# JUNIOR COLLEGE TEXTBOOKS FOR REMEDIAL ENGLISH

By Howard M. Warrington, President
College Division, Prentice-Hall, Inc.

Mr. Sims has made it quite clear that no broad solutions or important breakthroughs in remedial work have been apparent to most of us in college publishing.

Dr. Merson referred to the one-day Conference on Remedial English and Remedial Math that was held in New York in December and jointly sponsored by AAJC and the College Section of American Textbook Publishers Institute. It was attended by about 150 college editors. The committee that planned the conference felt that some of our industry was not sufficiently aware of the dimensions and complexities involved in handling the remedial problems of students in today's community colleges. One of the purposes of that meeting was to describe and dramatize these problems and the need for more effective materials to a group of people who can help develop them.

Dr. Gleazer set the stage very succinctly when he said:

> Education beyond high school is becoming a right, not a privilege, and it's becoming a matter of national policy to demand this right. Everyone wants his place in the sun. Many students have gaps in their education; many represent new pools of talent. Not so many years ago they would not have thought about going to college. Now college is open to them...If these students are accepted, the institution that accepts them has the responsibility to provide the education, materials and curriculum they need. J.C.'s are entering a new day - opening the door to a new society and a new economy, complementing the other kinds of educational institutions.

As community colleges become more and more committed to the goal of serving the new clientele Dr. Gleazer referred to, remedial work takes on a new importance. When the four junior college panelists at the New York meeting compared notes on what the term, "remedial student in English" meant, as used on their respective campuses, we had a graphic demonstration of the almost unbelievable diversity that marks such work in different sections of the country and even within a given region. On one of these campuses, all students who scored below the 80th percentile on a national placement test were assigned to one of several levels of remedial work. On another, those who scored below the 12th percentile were assigned to a remedial course. The other two were well-separated between these poles. The communities in which the four colleges are located differed in many ways but the standards by which remedial students were separated from regular transfer course students varied far more than adapting to the local situation would require. Obviously, remedial English means very different things to different people.

Our panelists have agreed that remedial students are a very diverse group that should be treated on a multi-level basis with courses for each that differ in content and materials. Until such time as we are in a position to offer these students work tailored to their precise, individual needs, possibly through computer-assisted instruction, one of the most urgent needs seems to be for a better method of sectioning them according to their proficiencies and goals. Dr. Wesman of the Psychological Corporation who attended our New York meeting said that there were no satisfactory diagnostic tests available that would establish what particular deficiencies a given student has. The task of preparing one is greatly complicated by the lack of agreement among English teachers on usage. If the need is as great as our panelists have indicated, something should be done about it. I am sure a statement from AAJC would be listened to by test publishers. In the "Survey of English Instruction in the Two-Year College," in which Dr. Eley participated, the statement is made that:

> The discrepancies in present practices point to the need for research and discussion of the problems of placement.

Obviously, with so many students needing so much help, proper placement, both in remedial and regular English classes, is the first thing that must be done for effective teaching.

It seems a safe assumption that better materials for remedial work will be developed only where the placement problem has been dealt with effectively.

Individual author-editor teams can be counted upon to develop improved materials for specific local course situations but once a set of successful materials and methods have been worked out for a limited "experimental" group the important development begins - that is, determining the types of students, schools, and teachers for whom the new program is appropriate and, most important of all, determining what revisions and modifications will make it valid for other students, teachers, and schools. Here the publisher can render a major service by supplying constructive feed-back to the author on a nation-wide basis along with specific editorial suggestions.

But, if we want to be realistic, we have to differentiate between students who are merely weak in their preparation and the severely disadvantaged students who are not prepared for even the least demanding terminal programs. Considerable success has been achieved with the first group and a much higher degree of success is within reach in the immediate future if the administrators who attend this meeting decide it is important enough to assign some of their most talented, experienced teachers the task of researching and developing better answers but that means giving them free time, resources, and sustained encouragement. Too often these people are completely swamped by the task of just coping with an ever-increasing flood of students and new, untrained staff.

I can assure you that publishers are eager to cooperate in every way possible in developing better remedial materials and that in the future they will make still larger investments of money and their most talented manpower when they see junior colleges mounting major research efforts in this area.

What about the second group, the seriously disadvantaged students? In the December issue of the AAJC Journal, Richard Richardson and Paul Elsner had an article on "General Education for the Disadvantaged," describing an experimental, special curriculum for educationally disadvantaged that is currently being tested at Forest Park Community College. (This, incidentally, is a good example of a junior college that with foundation assistance is making a commendable investment of talent and resources in an effort to solve a very basic problem.) In connection with remedial English they state:

> By establishing as its objective the improvement of student capacities for doing college level work, it automatically dooms to failure as many as three of every four who enter the program...

They go on to say that:

> In a few community colleges in major urban areas emphasis has shifted from the remedial approach to a concept of terminal preparation for entrance into an occupation. This terminal occupation emphasis appears far more realistic for most students who lack the qualifications for entrance into standard course offerings. Moreover, students demonstrating exceptional achievement may still be counseled into advanced work in the technical or transfer curriculum.

What seems to be called for in dealing with the seriously disadvantaged student is a substantial research and development program, including experimental centers, in which the entire arsenal of educational media will be exploited to try to find new ways to reach these students. Traditional, piecemeal solutions are not a promising avenue for solving what is a very broad problem involving self-image, family environment, and many other factors unrelated to specific subject matter. But in developing materials for these people publishers can be of assistance. Most of them are now engaged in developing packages of educational materials as well as very flexible combinations of printed matter and are rapidly accumulating useful experience in how best to combine them. Many college companies receive useful ideas and techniques from other divisions of their firms that are engaged in preparing materials for the seriously disadvantaged on an Elhi or even a pre-school level.

The A. T. P. I. - AAJC are setting up a joint committee to explore questions of mutual interest and to afford both groups a convenient means of communication. Any AAJC institution that wants to alert the publishing industry to needs that are not being met will have a channel available for just such a purpose. If the participation of college publishers is desired in developing or implementing new programs and research findings, the joint committee will offer an easy means of informing them. College publishers are eager to work with you on common educational problems in conferences, at meetings, on committees, or in any other way.

Finally - to return to remedial English - the time is certainly ripe for some major efforts to be made by junior colleges and publishers to develop better programs and materials. Working jointly, we can speed the day when all of the students you accept will be served according to their needs, whether these be entrance into an occupation, preparation for further college work, or for self-realization and personal growth.

# RECORDER'S SUMMARY: REPAIRING STUDENT DEFICIENCIES IN ENGLISH

By Robert T. Novak, Recorder

The development of effective communications is a major responsibility of all institutions. Our students come to us and leave us with different levels of proficiency in these skills. However, many students require special treatment and it is our problem to determine how this treatment should be given.

Overview of action: (Thomas Merson)

1. In 1959-60 the AAJC Commission on Instruction, under the chairmanship of Robert Hannelly, tried to launch a nationwide attack on this problem. Our effort was relatively ineffective.

2. In 1964 Samuel Weingarten, Frederick Kroeger, and others of the Conference on College Composition and Communication completed a nationwide study of English in the Two-Year College.

3. Last spring the National Council of Teachers of English held a "National Conference on the Teaching of English in the Junior College" at Tempe, Arizona. This conference spawned a series of seven regional conferences that are now being held.

4. Other organizations and agencies (national, state, and local) have also been active. Project English of the U. S. Office of Education, and the College Board Workshops are two examples.

5. Last December, a Conference on Remedial English and Mathematics, sponsored by the College Section of the American Textbook Publishers Institute, in cooperation with AAJC, was held in New York.

This conference was judged to be so successful that its substance is being repeated in this forum. The substantial interest of textbook publishing companies in junior college programs generally and in remedial instruction specifically provides us with a most valuable resource which we shall want to nurture.

6. The encouraging point is that widespread interest in this matter has been aroused. We can hope that effective solutions to these problems will be forthcoming.

After Dr. Merson's introduction, Marvyl Doyle, Department of English, El Camino College, California, discussed how remedial English is handled in her school. This is done by testing such basic skills as grammar, usage, spelling, mechanics, reading, and vocabulary.

Most students, it is found, cluster at the 9th and 10th grade levels. After considerable discussion it was conceded that we still do not know enough about our students and that we need much better tests to determine student ability. Dr. Doyle also suggested a segmented approach of teaching the specific areas of weakness rather than a generalized course for all students. She claimed this would make sense, i.e., if a student takes a course in the areas of his weakness.

Earle G. Eley, English Department, Wilson Branch, Chicago City Junior College, discussed his recent experiment with low ability English students. After considerable discussion Dr. Eley mentioned three primary facts: (1) the need for an outstanding textbook to use in the teaching of this course; (2) a training period for teachers of these students; and (3) much more individual attention, i.e., conferences and counseling by the teacher himself.

Following these discussions Howard Warrington, Prentice-Hall, and Everett Sims, Harcourt, Brace and World, discussed the need for better materials for remedial work, their interest in helping the community colleges in doing further research, and their willingness to work for better testing devices.

The meeting was most successful and a lively discussion followed, particularly relating to teaching materials, teacher load, and methods of counseling. All agreed that one of our major problems is the student with low ability in English, and that we should attack the problem with continued vigor.

Recorder:

Robert T. Novak, President
Orange County Community College
Middletown, New York